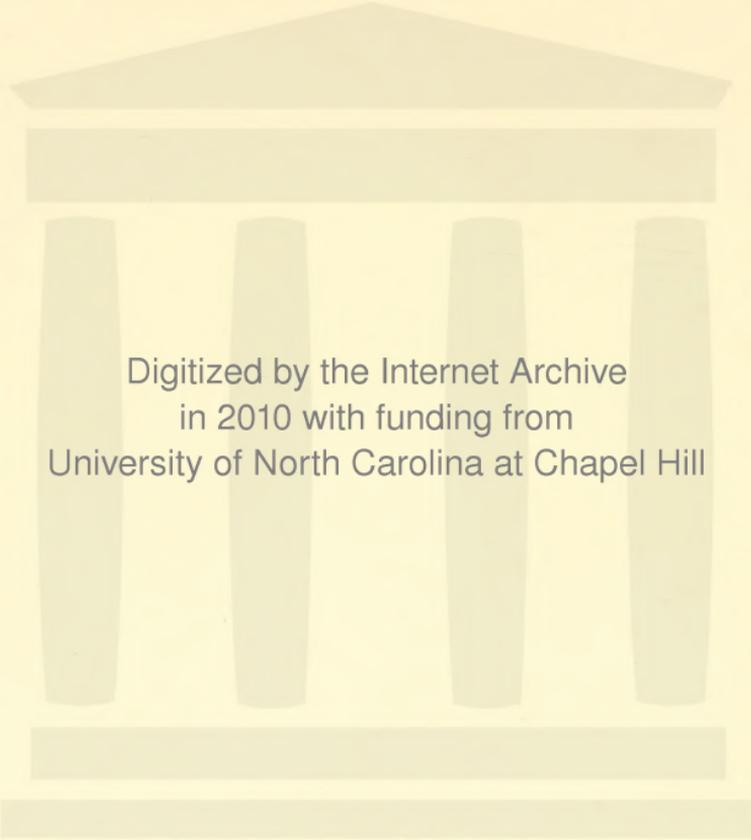


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# EXISTING LAND USE

FAYETTEVILLE, NORTH CAROLINA



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# EXISTING LAND USE

FAYETTEVILLE, NORTH CAROLINA

technical study No. 4

Department of Planning  
City of Fayetteville  
June, 1963

The preparation of this report was financially aided through a Federal grant from the Urban Renewal Administration of the Housing and Home Finance Agency, under the Urban Planning Assistance Program authorized by Section 701 of the Housing Act of 1954, as amended.

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## INTRODUCTION

No other large county in the state of North Carolina grew as fast between 1950 and 1960 as Cumberland County. The Fayetteville urban area, which accounted for 94 per cent of Cumberland County's urban population in 1960, grew even faster than the County. The community has received many benefits from this new growth--new job openings were created; more and greater diversity of services were made available; residents were given wider choice of housing, entertainment, jobs, recreation, etc. But the very rapid rate of growth, however, has strained the community's provision of public services--hospitals have faced a rapidly rising demand for beds; school administrations have been hard pressed to keep up with the increasing number of school children; an expanding pattern of development has outpaced the provision of certain public utilities. Rapid growth such as this calls for careful consideration by private groups and public bodies working together to encourage sound development.

Businessmen find it necessary from time to time to inventory their stock of goods. They must determine what they have on hand before they order new stock to round out their selection of goods. A physician must "take stock" of his patient before he prescribes treatment. So also must a community "take stock" of its existing pattern of development as a necessary first step in planning for its future development. The Planning Department, as part of its comprehensive planning program, is publishing this report on existing land use in the Fayetteville urban area in the hope that the community's existing pattern of development, with its current problems and potentials, will be made clearer to those agencies and individuals who are interested in the orderly growth of the whole area. The report attempts to help answer such basic questions as: What is the present pattern of development? What are its implications? How did this pattern evolve? What are some potentials of our natural setting that have not been fully exploited?

The report is divided into six parts. Part One describes the natural setting for the urban area, including location, soils, topography, flooding, etc. Part Two traces the historic development of the Fayetteville area from its original settlement. In Part Three the present general pattern of development is described along with some of its major implications. An analysis of land use in the Fayetteville planning area in 1960 follows in Part Four. Recent trends in development

are described in Part Five. And finally, Part Six discusses the Planning Board's long range planning program, and points out an approach that would help assure more orderly development of the Fayetteville urban area.

Progress in implementing the goals of Greater Fayetteville does not just happen. It takes a lot of planning and consideration by private groups and public bodies working together. There must be a genuine and widespread sense of concern about the community--its current problems, its unexploited potential, and its future growth. A determined citizenry, united in their goal of making Greater Fayetteville a better place to live for all, is in reality the most important step toward that goal.

PART ONE

# NATURAL SETTING



Glenville Lake, Fayetteville, N. C.



## NATURAL SETTING

The development pattern of Fayetteville is the result of a countless number of decisions that have been made over the years. These decisions have been influenced by a wide variety of considerations--some economic, some social, some because of physical characteristics of the land. Many of these factors are continuing, and will continue, to shape the form and character of the urban area. Parts One and Two of the report "take stock" of these basic considerations by examining the natural setting of the community, and by tracing its rich historical development.

### Regional Location

Fayetteville is the seat of Cumberland County located in a geographical region of North Carolina known as the "upper coastal plain." This region is very distinctive; it lies between the low, flat tidewater region to the east, and the upper coastal plain and the Piedmont. The fall line is an imaginary, yet fairly distinctive, intermediate area where the soft sedimentary soil formations of eastern North Carolina change to the hard rock geologic formations which extend from the Piedmont westward to the mountains.

That part of the upper coastal plain which lies in North Carolina extends from the Virginia border down to the South Carolina border, and includes all or parts of 23 North Carolina counties. Some 28 per cent of the land area of the State falls within this region. The land of the upper coastal plain is generally level or gently rolling; its agricultural quality is excellent. It will grow in abundance almost every crop suited to the mild climate of eastern North Carolina. It is, in fact, North Carolina's leading agricultural region. These 23 counties produce around half of the State's total cash-crop wealth.

The upper coastal plain has within it another very distinctive geographical region--the sandhills. The sandhills lie at the southwestern corner of the upper coastal plain. Until fairly recently this region was thought worthless; now, however it is the peach capital of the State and also has important resorts catering to the

national golfing public. Well-known health centers have also chosen to locate in the sandhills region. There is certainly a greater potential for the development of this region than many persons years ago would have thought possible.

The topography of the sandhills is characteristically "undulating" on the plateau and changes to very rolling as the drainage ways are approached. The surface is often broken around these drainage ways. The sandhills region extends into Cumberland County from the west and occupies the major portions of Fort Bragg and Pope Air Force Base. Much of the soil composition just to the north-west and south of the City of Fayetteville is characteristic of the sandhills.

The region surrounding Fayetteville all through its history has been rural; the large urban centers of the state with their industrial economies have by-passed this area and developed into primarily a "crescent-shaped" complex of urban areas known as the Piedmont Crescent. Consequently, Fayetteville is the largest city between Charlotte, 108 miles to the west; and Wilmington, 74 miles to the southeast. The largest city immediately to the north is Raleigh, some 48 miles distant; 127 miles to the southwest, Columbia, South Carolina is the largest city. Within a one-hundred mile radius of Fayetteville are the coastal city of Wilmington; the Piedmont cities of Greensboro, Winston-Salem, High Point, and Durham; and Raleigh, the State Capital. A six-hundred mile radius from Fayetteville includes such major urban centers as Atlanta, Washington, and New York.

Fayetteville is the dominant urban center of Cumberland County as well as all or parts of eight other nearby rural counties. This nine-county region has been designated as the Fayetteville Trade Area for general population and economic analysis. The actual "trade area" will be defined for retail trade analysis in later reports. These nine counties--Bladen, Cumberland, Horry, Hoke, Lee, Moore, Robeson, Sampson, and Scotland--form a major potential market for goods and services provided by the Fayetteville urban area. In 1960, the population of Fayetteville and its trade area included one-tenth of the State's total population. Some 71 per cent of the trade area population was classified as "rural" in the 1960 census.

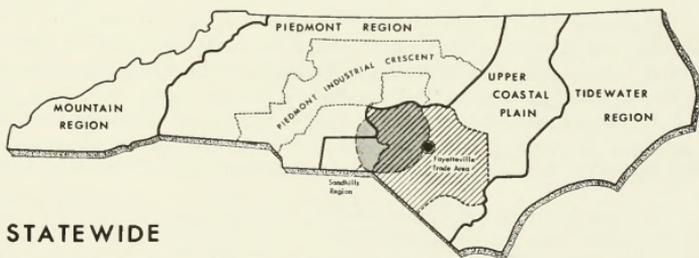
### Transportation

The transportation systems that tie our urban area with its surrounding region and other parts of the State and Nation can be thought of as a vast "nervous system." Our economy could not function without these many channels for commercial intercourse with the rest of the world.

Fayetteville today has a well-rounded transportation system including rail service, major highways, air service, and inland navigation. This transportation network enhances Fayetteville's strategic regional location; every means possible

# REGIONAL LOCATION

PLATE I



that is taken to improve each of these as a convenient and economical way to move goods, people, and ideas, assures greater vitality for the development of the area's economy.

The main north-south tracks of the Atlantic Coast Line Railroad between New York and Florida pass through Fayetteville. The Atlantic Coast Line also operates an extensive system of trackage tying Fayetteville in with its surrounding region as well as with other nationwide rail systems. The Aberdeen and Rockfish and the Northern and Southern railroads also serve Fayetteville with a system further tying in with the surrounding region and other nationwide rail systems.

Interstate 95, the major New York to Florida highway, passes through the Fayetteville area. Fayetteville is strategically located about midway between New York and Florida, making it a convenient stop-over point for tourists. State highway 87 and 24, plus U. S. 401 and U. S. 13 make up the State's "trunk feeder" highway system converging at Fayetteville. In addition, a well maintained system of rural collector highways ties Fayetteville in with its trade area.

The City operates a municipal airport and is served by Piedmont Airlines. Piedmont provides feeder-line service to major urban centers. Through plane service is provided to Washington, Atlanta, Cincinnati, Louisville, and Norfolk. Connections can be made at Charlotte, Washington, and Atlanta to almost any point.

Historically, Fayetteville owes much of its early economic growth to its location as the furthest inland port on the Cape Fear River. Even today, a channel is maintained from Fayetteville to Wilmington which provides navigational access not only to Wilmington, but to points all along the intra-coastal waterway stretching from Trenton, New Jersey to Jacksonville, Florida. Proposed developments will tie this system with the Gulf of Mexico and the vast inland navigation system of the Mississippi River.

### Climate

Cumberland County enjoys a mild climate, not subject to extremes of hot and cold. For example, the average temperature during the month of January, which is generally the coldest month, is 44 degrees. The average low temperature in January is 34 degrees, and the absolute low is 12 degrees. On the other hand, July is generally the warmest month. During July the temperature averages 80 degrees. The average high during July is 90 degrees, and the absolute high is 105 degrees. The prevailing wind is from the southwest.

The growing season in Cumberland County averages 220 days each year. This long period from the last killing frost of the spring season to the first killing frost of the next fall makes two crops a year possible in some combinations.

Annual rainfall in Cumberland County averages 47 inches and is well distributed from the standpoint of the surrounding agricultural region. Maximum rainfall generally occurs in July and August when it is of most benefit to crops. The months of minimum rainfall begin in October, again beneficial to the farmer because his staple crops are harvested in the fall.

TABLE ONE  
AVERAGE MONTHLY RAINFALL IN THE VICINITY OF  
POPE AIR FORCE BASE, CUMBERLAND COUNTY

Month	Inches of Rainfall	Month	Inches of Rainfall
January	2.9	July	6.1
February	3.4	August	6.2
March	3.6	September	4.9
April	3.2	October	2.6
May	3.6	November	3.2
June	4.4	December	2.9
Total		47.0	

Source: Pope A.F.B. Weather Bureau

Cumberland County receives very little snowfall. On the average, only 1.1 inches of snowfall occurs each year and practically all of this during the months of January and February.

### Topography

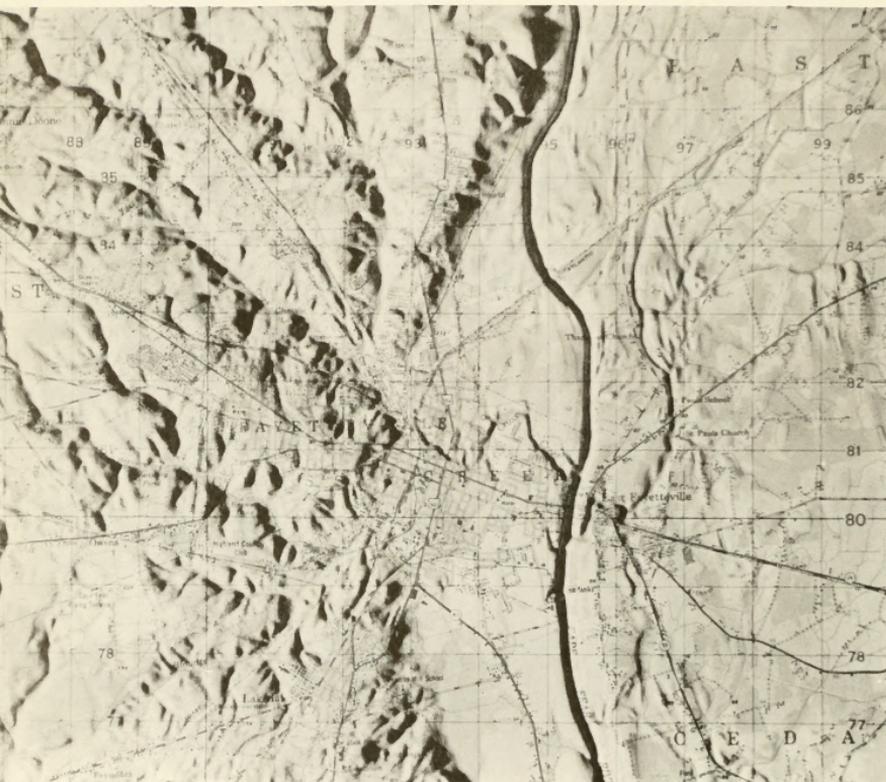
Cumberland County consists generally of a plain, sloping to the southeast. This plain is dissected by the shallow valleys of the Cape Fear River and numerous smaller streams. The Cape Fear Basin averages about four or five miles in width; the smaller streams have much narrower basins. The depth of the Cape Fear River basin is generally about 100 feet below its adjacent uplands. The depth of the smaller stream basins are usually less than 60 feet below their adjacent uplands.

The northwestern part of the County, embracing Fort Bragg and Pope Air Force Base, is the highest part of the County. It's also one of the main extensions of the sandhill region into the County. A point in Fort Bragg, which has an elevation of 418 feet, is probably the highest elevation in the County.

The planning area (see page 65) is a 69-square-mile area including Fayetteville and the surrounding land where urban growth is likely to take place during the next twenty years. It includes about one-tenth of the area of the County. It, too, is roughly a plain, sloping to the southeast and is dissected by the basins of the Cape Fear and smaller streams.

Important topographic features of the planning area are shown in Plate 2. This map covers the area for which detailed topographic information is presently available. Much can be learned from this map about the capability of land for urban development. Obviously water bodies and swampy land are unlikely locations for urban development. Land on steep slopes can be developed, but it requires generally that larger than average lot sizes be used.

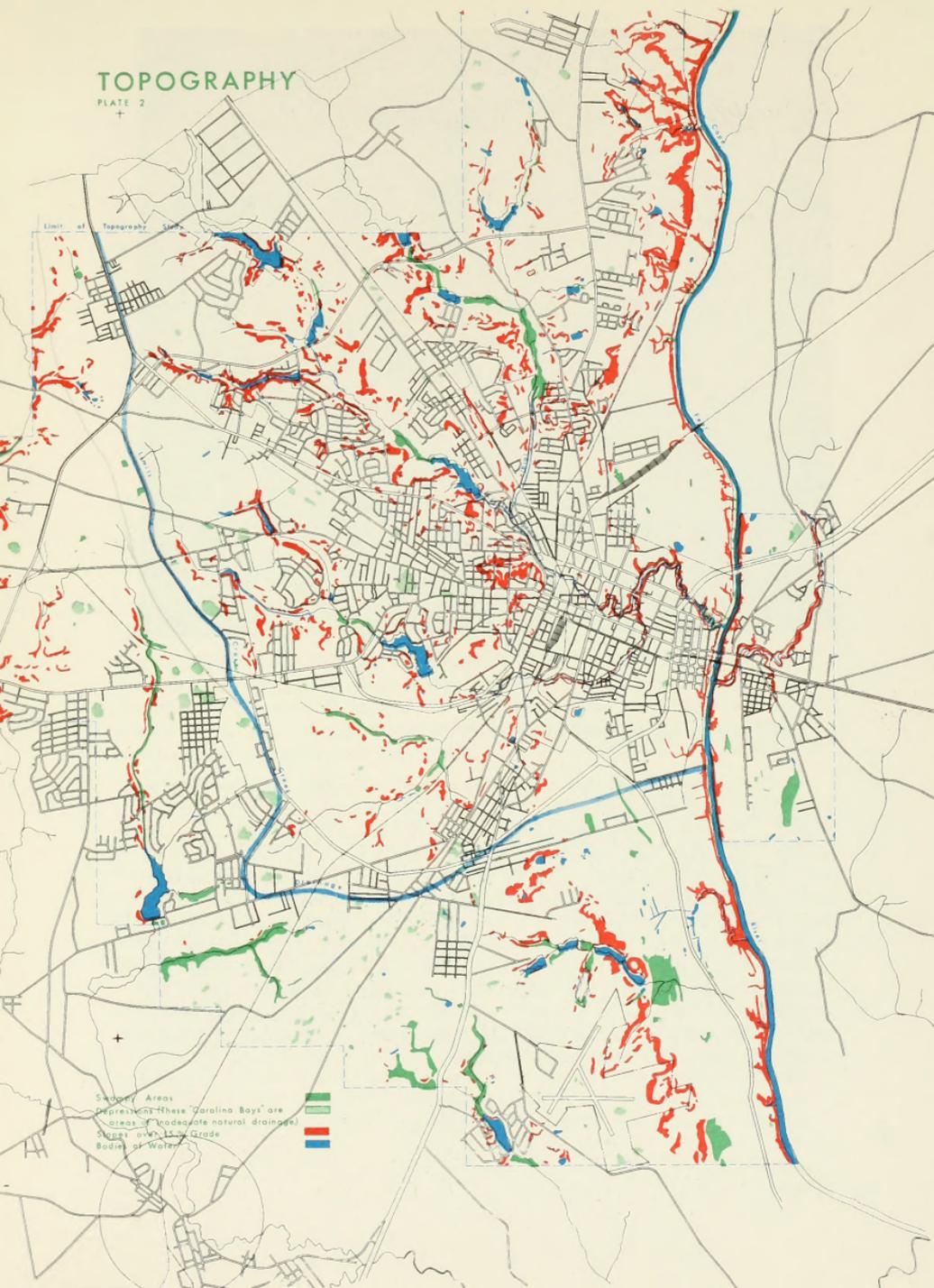
Topographic Relief, Fayetteville Area, 1949. (Relief Map by Army Map Service)



# TOPOGRAPHY

PLATE 2

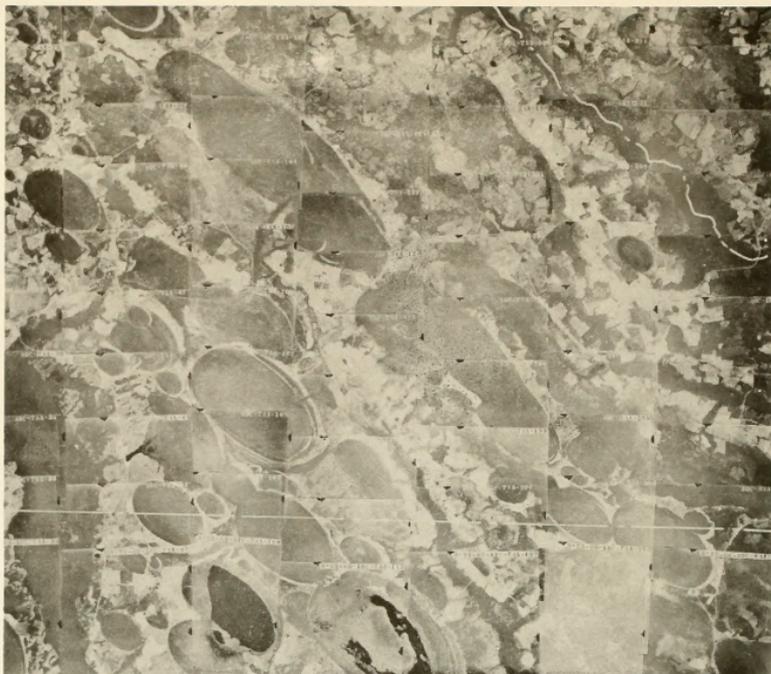
+



Limit of Topography Study

Slopes Areas  
Depressions (These "Carolina Bays" are  
areas of inadequate natural drainage)  
Slopes over 15% Grade  
Below 50' Water





Carolina Bays in southeastern Cumberland County, 1960. (U.S. Department of Agriculture Aerial Composite)

### Carolina Bays or "Pocosins"

Cumberland County has a large number of so-called Carolina Bays or "Pocosins." Depressions which are most likely bays or former bays are shown on Plate 2. These phenomena are depressions in the surface of the earth. They are usually very flat and very shallow; some have fairly definite shallow escarpments outlining them very clearly. Some of these are water-filled, creating shallow ponds and lakes; some are marshy; and some are dry. The most prevalent geological explanation of these "bays" is that they were created by a shower of meteors during an earlier geologic era. One important physiological characteristic of these areas is that they do not drain well and consequently make sound land development expensive, if not impossible in some cases. Many of those in the planning area are surrounded by considerable flat lands which further complicates the drainage problem. On the other hand, many of these depressions have been soundly developed by use of proper drainage.

## The Cape Fear River

The Cape Fear River has historically been one of the primary influences on the development of the Fayetteville area. As we shall see later in this study, the River was one of the major determining factors in choosing the location for our original settlement. Today it is important not only as a major topographic feature, but as an economic factor of considerable significance. The Cape Fear, as mentioned earlier, is navigable from Fayetteville to Wilmington. It has as "authorized project depth" of eight feet at low water. Fayetteville's location as the furthest inland port on the Cape Fear makes it potentially an ideal distribution center for bulk goods. This advantage, although not nearly fully developed at present, has further resulted in more advantageous freight rates offered by other carriers in the Fayetteville area.

The Cape Fear River proper begins above Lillington where the confluence of its main tributaries, the Deep River, the Haw River, and New Hope Creek, takes place. The Cape Fear drains a basin consisting of 9,870 square miles. It's the only North Carolina river of any importance that empties directly into the ocean; the other rivers either pass into South Carolina to reach the coast, or into the sounds of North Carolina.

In addition to providing the community with a low-rate bulk transportation outlet to the coast, the Cape Fear also affords the community with a most valuable natural resource: an almost unlimited supply of water for industrial and domestic demands as well as a fully adequate supply of water for disposing of sewage after treatment. Unlike some of the Piedmont cities lying at the headwaters of various streams and not near any significant watercourse, the Fayetteville community has an abundance of readily available water.

Being located on the banks of the Cape Fear also has its problems, however. Long before our community was settled--in the long process of the formation of the geologic features of our State--the River had formed flood plains over which its waters could pass when normal flow was exceeded. The broad, flat, mile-wide terrace stretching from Liberty Point in downtown Fayetteville to the River is part of the Cape Fear's flood plain--and also the location of much of the early development of Fayetteville. Naturally the River has continued to use this flood plain over the years; and the City also has continued to develop in that area. The result is that a large part of our community is subjected to the threat of flood damage. The largest floods occurring since 1895 are listed in Table 2 together with the elevations they reached. Plate 3 shows the area that would be inundated by a 50-year frequency flood. A 50-year frequency flood means that the odds are one in fifty that a flood of this magnitude will occur during any one year. Many residents of Fayetteville can recall the damaging flood of September, 1945. A 50-year frequency flood, shown in Plate 3, would inundate slightly more of the Fayetteville

urban area than the 1945 flood. Although there would be a difference of about two feet in the flood crests of the 50-year flood and the 1945 flood, the difference in land inundated between the two floods would not be great. This is due to the fact that floods of both magnitudes would extend over the flat river terrace and be contained by a definite rise in elevation of about 10-20 feet. (This rise is readily apparent in the vicinity of Liberty Point in downtown Fayetteville.)

The U. S. Army Corps of Engineers estimated in 1961 that a recurrence of a flood of the 1945-magnitude would cause urban and industrial flood damages of about four million dollars; and most of this would occur in Fayetteville. In addition to the direct costs of flood damage there are other costs--closing of some schools, cost of evacuating persons from the flood plain, emergency flood damage prevention measures, the threat of spread of disease resulting from the overflow of sanitary sewers, the loss of many man-hours of production. An additional problem which is often discussed by our citizens is the discouragement of badly needed industrial expansion along the River by the threat of flood damage.

Fayetteville's primary urban renewal venture was thwarted by the threat of flood damage. A General Neighborhood Renewal Plan, prepared in 1959 for 185 acres of substandard development in Southeast Fayetteville, could not be executed due to refusal by FHA to insure mortgages in this area of potential flood damage.

The solution to flood damage problems can follow one or a combination of two approaches. The first involves the construction of protective works such as dams, levees, and channel improvements to control or more efficiently pass flood waters. The second approach is to adjust the use of land subject to flooding in such a manner that minimum damage or no damage will result when floods occur. Depending on the unique conditions of a local area, these two approaches can be combined.

In our community, however, the built-up land in the flood plain is tremendously extensive. A 50-year flood, for example, would inundate 2,800 housing units within the City of Fayetteville; 11,000 residents or 23 per cent of the City's 1960 population would be displaced; 35 per cent of the City's industrially-developed land would be flooded; 19 per cent of the City's total developed land would be flooded; and 19 per cent of the City's commercially-developed land would be flooded.

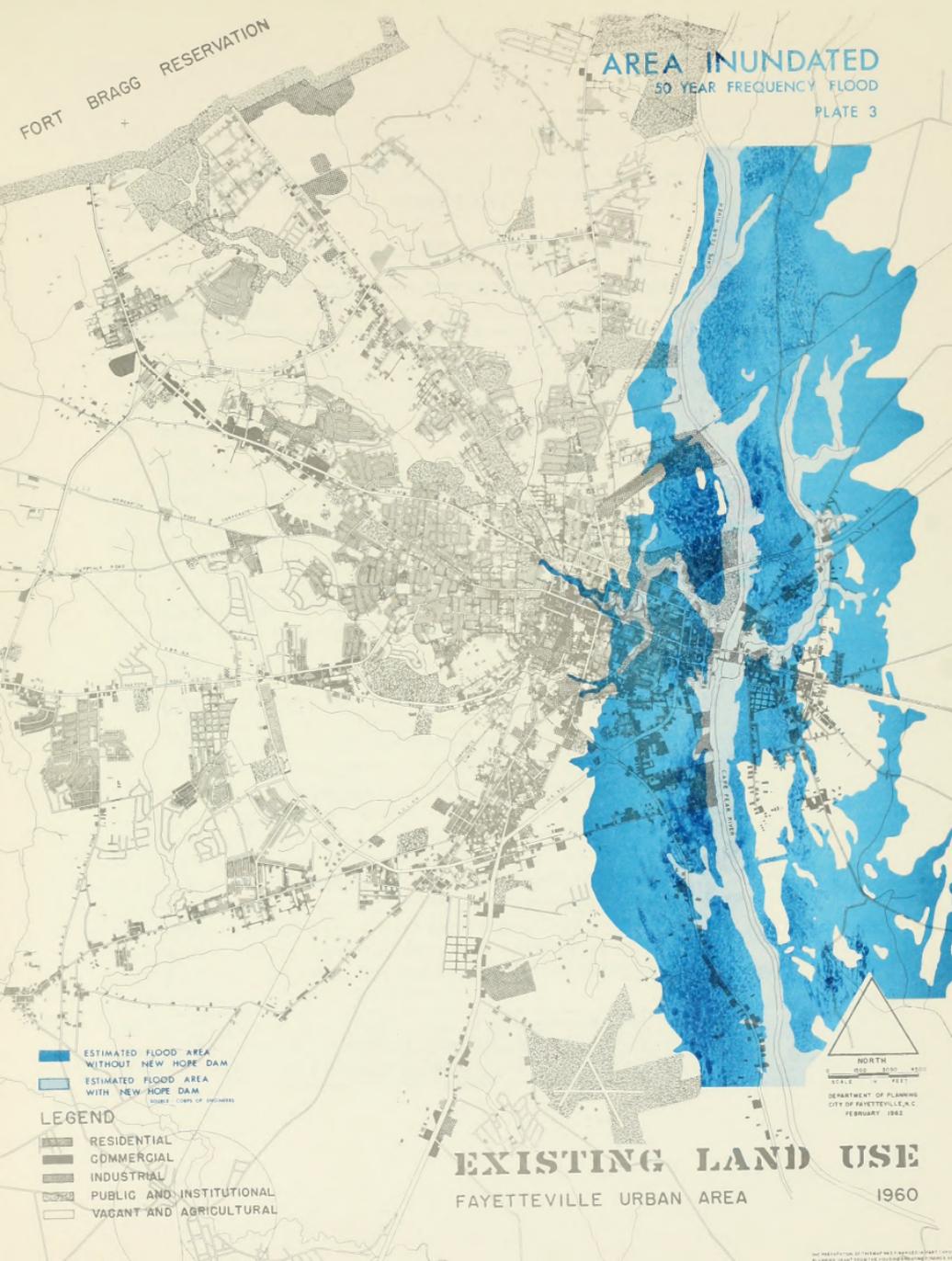
This area has become very important to the economic and social welfare of the Fayetteville area. It would be impossible to handle the flood damage problem by land-use adjustment alone. Fortunately, however, the many efforts and

FORT BRAGG RESERVATION

# AREA INUNDATED

50 YEAR FREQUENCY FLOOD

PLATE 3



- ESTIMATED FLOOD AREA WITHOUT NEW HOPE DAM
- ESTIMATED FLOOD AREA WITH NEW HOPE DAM

- LEGEND**
- RESIDENTIAL
  - COMMERCIAL
  - INDUSTRIAL
  - PUBLIC AND INSTITUTIONAL
  - VACANT AND AGRICULTURAL



DEPARTMENT OF PLANNING  
CITY OF FAYETTEVILLE, A.C.  
FEBRUARY, 1962

## EXISTING LAND USE

FAYETTEVILLE URBAN AREA

1960

THE PREPARATION OF THIS MAP WAS FINANCED ENTIRELY BY FEDERAL FUNDS UNDER THE NATIONAL WATER RESEARCH ACT.

TABLE TWO  
MAJOR FLOODS ON THE CAPE FEAR RIVER

Date	Water Elevation	Date	Water Elevation
1895		1928	
January		September	
11	72.5	19	61.3
12	78.5	20	77.8
13	76.9	21	84.2
		22	85.2
1901		23	79.9
May		24	64.9
23	68.6		
24	79.0	1929	
25	75.2	October	
26	62.5	2	66.6
		3	80.4
1908		4	84.4
August		5	83.8
26	66.7	6	77.0
27	81.5	7	63.0
28	87.0		
29	89.2	1945	
30	80.5	September	
31	69.3	17	61.5
		18	76.5
1928		19	84.6
September		20	89.4
7	72.7	21	89.2
8	76.0	22	87.2
9	71.7	23	77.8
		24	64.6

Source: City of Fayetteville, Godwin & Bell, Land Planning Consultants; Guy Hugins, Inc., Engineering Consultant; Carlos Williams, Real Estate Consultant; Southeast Fayetteville General Neighborhood Renewal Plan, 1959.

studies made over the years dealing with the development of the Cape Fear watershed, including a large margin of protection for our area, are crystallizing. The move to construct a dam at a site on the Haw River near New Hope should materialize in the not-too-distant future into actual Congressional authorization for this project.

Plate 3 also shows the crest of a fifty-year-frequency flood with the protection of the New Hope Dam. Note that the degree of protection afforded will be sizable. And this is the level of protection against a flood larger even than the 1945-magnitude flood. It is estimated that the dam will reduce the threat of flood damage from a 1945-type flood by 95 per cent. This dam would reduce the flood crest of a 1945 magnitude flood by nine and a half feet. The remaining area that would still be subject to flood damage could easily be protected by land-use controls.

In addition to flood damage prevention, the Dam will also increase the flow of the River during periods of drought. Presently the minimum flow of the Cape Fear River here at Fayetteville is 71,000,000 gallons per day. With the added discharge from the Dam during these periods, the flow will be increased to a minimum of 420,000,000 gallons per day. This will add about one foot to the depth of the navigable portion of the River, and it also will be added assurance of an adequate supply of water at all times for domestic and industrial use as well as for the dilution of sewage after treatment.

#### Other Smaller Streams

The network of streams that flow through the planning area is another of our valuable natural resources. The sandy character of the soil in this area holds a large portion of the rainfall and continually augments the flow of streams in this network. In our planning area, there are some 79 miles of continual-flow streams that wind their way into the Cape Fear. There are, in addition, about 25 miles of intermittent-flow streams that complete the drainage network. These streams lace the topography in the planning area into an interesting and variable pattern. The early growth of Fayetteville occurred along the pleasant banks of one of the more important of these streams--Cross Creek--after which the original settlement in the downtown area was named. Over the years, however, much of our development has largely ignored and obscured the natural beauty and advantages offered by this and other streams.

In the future, these streams could serve as the framework for an interesting system of parks and open spaces which would penetrate each section of the planning area.

## Soils

The geologic soil formations of Cumberland County are composed primarily of sands, clays, and marls that were deposited by the ocean which covered this area until about a million years ago. The soil map on page 19 shows the main soil classifications and their distribution within the Fayetteville planning area. This map was prepared from a soil map of Cumberland County made jointly in 1922 by the U.S. Department of Agriculture and the N.C. Department of Agriculture.

There are three rather distinctive topographic and soil conditions within the planning area. They are referred to as "bottomlands," "flatwoods," and "sandhills."

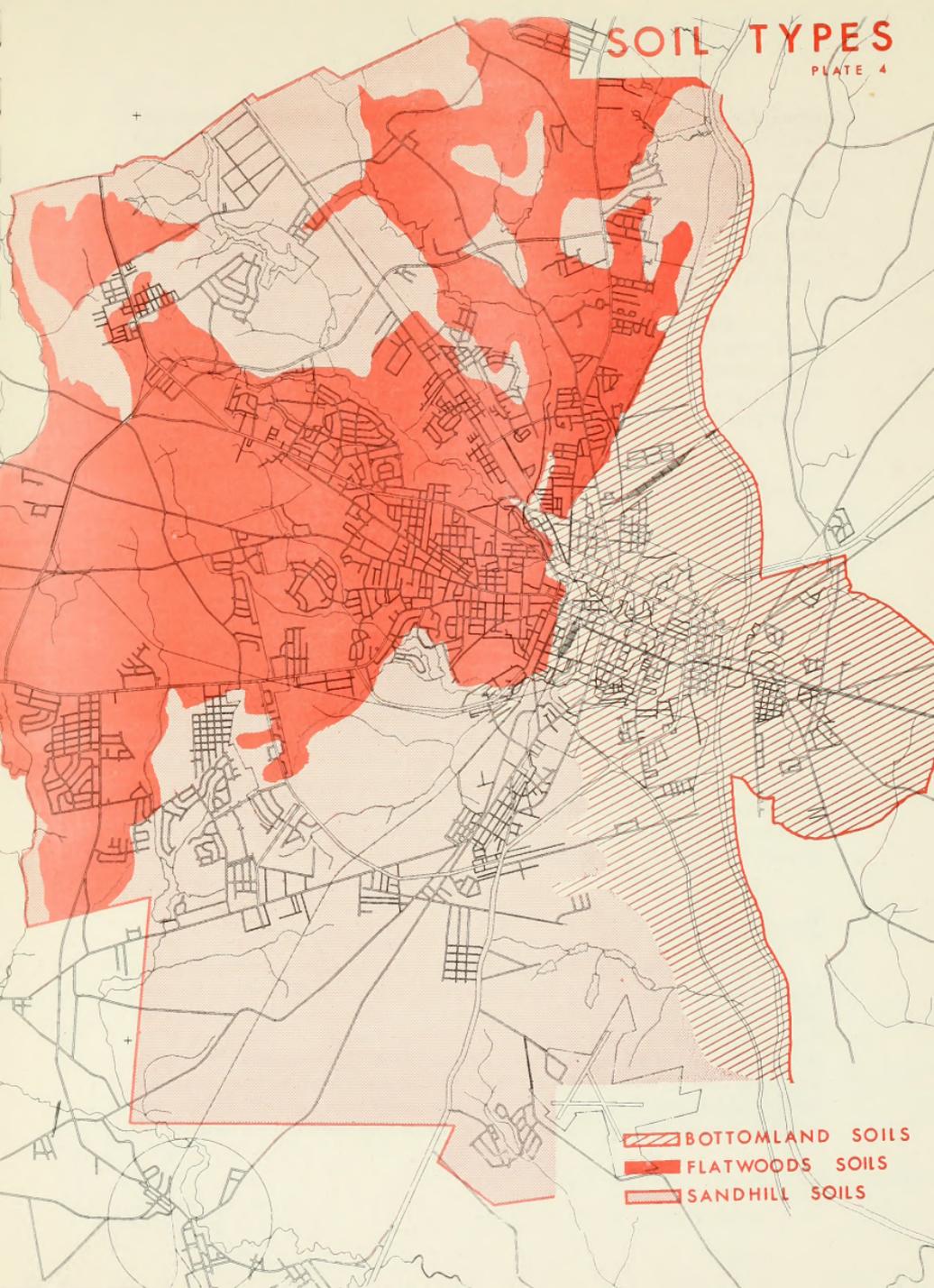
The bottomlands in the planning area occur in a strip about a mile wide along the river from the southern end of the planning area to a point near Veteran's Hospital where it narrows to about a quarter of a mile. The soils of the bottomlands were formed from materials washed down from the uplands--including the Piedmont country near the headwaters of the Cape Fear--and deposited at times of overflow. The principle soil types are Roanoke sandy loams and silt loams, Wickam sandy loams and fine sandy loams, and some Altavista sandy loams. The Roanoke soils are scattered along the terraces of the River; they have the characteristic of draining very poorly. The Roanoke silt loam occurs especially in depressions and during rains water remains on the surface for long periods of time. The subsoil is generally a plastic, impervious material, and the surface soil is very shallow. The Roanoke soils are not important from an agricultural standpoint. The Wickam soils, due to more of a sandy clay subsoil, are better drained than the Roanoke soils. These soils also occur along the terraces of the River. The Wickam soils were probably among the first in the County to be cleared and farmed. Altavista sandy loam, a fairly well-drained soil, occurs only in small areas along the bottomlands.

Flatwoods occupy a large portion of the planning area. They occur in a large belt from Haymount Hill to the west, and in the northern part of the planning area along the Raleigh Road. These areas have good upland sandy loams and embrace some of the most agriculturally productive soils in the whole County. These soils are also immediately in the path of our expanding urban area. The principle soil types are loams of the Ruston, Coxville, Norfolk, and Dunbar categories. These soils drain well; they occur on topography that is usually undulating or gently rolling. The Ruston types especially are strongly rolling as the streams are approached.

The third general soil condition in the planning area is characteristic of the sandhills. These soils are mostly sands or light sandy loams. There are two areas of sandhill soils in the planning area. One is an extension of the sandhills of

# SOIL TYPES

PLATE 4



-  BOTTOMLAND SOILS
-  FLATWOODS SOILS
-  SANDHILL SOILS

Fort Bragg and Pope Air Force Base into the northwest part of the planning area in the vicinity of Little Cross Creek. The other is a large area that includes most of the southern section of the planning area and extends into Hope Mills. This latter area is part of one of the largest locations of these soils in the County. The principal soil types are Norfolk sand and Hoffman sandy loams. Although these soils drain excellently, their value for general agricultural productivity is low. The topography where these soils occur in the planning area varies from nearly level to rolling.

An additional type of soil, known simply as "swamp soil," occurs in narrow strips along the stream courses. These narrow strips are subject to overflow and are saturated most of the time. The subsoil in these areas vary from beds of sand to clays. In some of the broader, flat areas, the surface soil contains much organic matter and is almost mucky.

### Three Natural Divisions of the Planning Area

This study of the topography, soils, flooding characteristics, and other features of the planning area consistently points to a major conclusion about the physiography of the planning area; namely, that there are three separate and very distinct areas into which the planning area can be divided: the lower terrace of the River, the second terrace, and the uplands.

The division of the planning area into these areas is even more striking when other characteristics are studied, such as land use, historical development, social and economic characteristics, and the like. Each plays a somewhat different role in the living, working, and leisure time activities of the community's residents. Each has a set of problems that are somewhat unique to itself, and some that are common among all three areas. In planning for the sound development of urban Fayetteville, much thought should be given to establishing realistic goals for each of these areas, based on their physical characteristics and desirable, as well as existing, land use patterns.

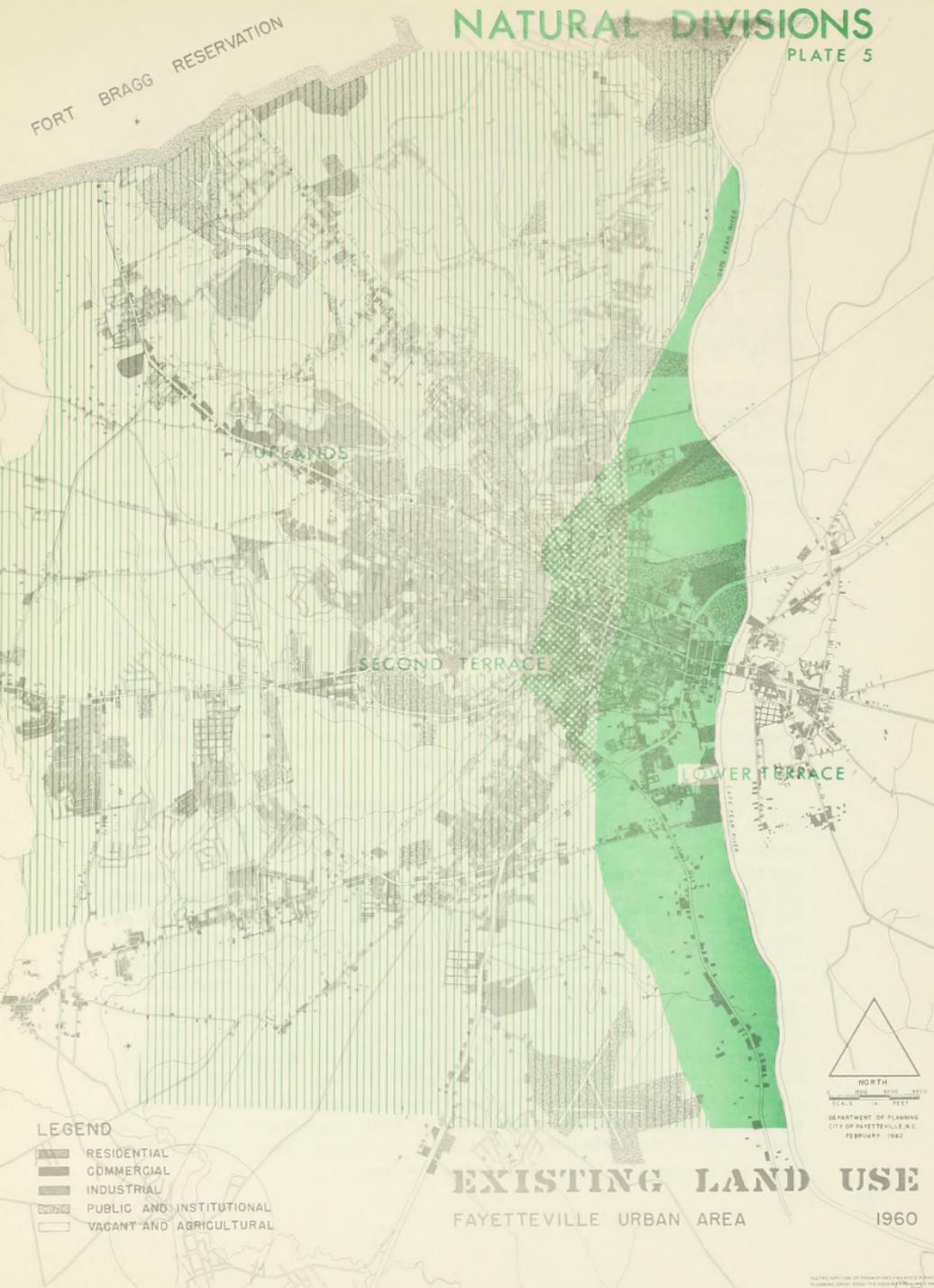
### The Lower Terrace

The lower terrace of the River is a low, flat area of about eight square miles adjacent to the River. It extends north to the bottoms behind Veterans Hospital where it narrows to about a quarter of a mile wide, and extends to the south as far as the southern margin of the planning area. On the average, the lower terrace forms a band of about a mile wide. This area forms the flood plain which has been inundated by the larger floods of the Cape Fear River. The most distinctive topographic characteristic of the lower terrace is its flatness. Residents of Fayetteville are familiar with the mile-long stretch along Person Street

# NATURAL DIVISIONS

PLATE 5

FORT BRAGG RESERVATION



## LEGEND

- RESIDENTIAL
- COMMERCIAL
- INDUSTRIAL
- PUBLIC AND INSTITUTIONAL
- VACANT AND AGRICULTURAL

### EXISTING LAND USE

FAYETTEVILLE URBAN AREA

1960



0 1000 2000 4000 FEET

DEPARTMENT OF PLANNING  
CITY OF FAYETTEVILLE, N.C.  
FEBRUARY 1962

from Liberty Point to the river banks at the highway bridge in Campbellton. This, generally speaking, is the width of the lower terrace; and although it's a mile in length, the difference in elevation is only three feet (a slope of only .06 per cent). This fact in itself presents a formidable problem to the economical provision of sanitary and storm sewerage facilities in the lower terrace. Even worse, however, is the fact that the flatness of this area is compounded by its soil characteristics. Many areas within the lower terrace have a very shallow surface soil and a subsoil that is plastic and impervious. In these areas water cannot percolate into the ground, and since the flat surface discourages runoff, the water simply stands on the surface for long periods of time.

Historically, the earliest development of the community probably took place on the lower terrace due to its proximity to the River. Campbellton, established in 1762, is regularly laid out on the immediate west bank of the River. The undesirable drainage characteristics of the lower terrace, however, is one of the main factors that prompted the shift of development away from this area toward the west.

The present land use situation in the lower terrace is somewhat confused. Industrial development has occurred in various locations along the River and in other scattered locations on the lower terrace. Commercial development has concentrated itself primarily along scattered locations on U. S. 301. Most of the recent residential growth of the community has been overwhelmingly toward the west and away from the River. The existing residential areas of the lower terrace vary in housing condition from fairly good in the Dick Street area to some of the worst housing in Fayetteville. Southeast Fayetteville, as one area of the lower terrace is known, is an area of extensive blighted housing, severe drainage problems, poor sanitation conditions, and the like.

The problems of the lower terrace then are primarily those of very inadequate natural drainage, severely blighted housing conditions, and a somewhat mixed pattern of land use. On the other hand, there are some very important assets that the lower terrace affords the community: an important network of transportation systems come to a focus there: water transportation, major highways, and rail spurs converge in that area; in addition, the very flatness of this area, which makes drainage so expensive for residential areas, affords topographic advantages for industrial development. Industries generally prefer land that is reasonably level and is ideally located in respect to transportation facilities. Both of these advantages can be found in the lower terrace, and there is plenty of vacant land in the lower terrace that is ideally suited for industrial development. Industrial development is also in better position to cope with the drainage, which makes sound residential development uneconomical for this area. The blight which is prevalent in the area, however, makes it unattractive to industry. The lower terrace also affords the community with valuable recreational potential. At present, two of the community's major parks, J. Bayard Clark Park and Pope Park, are located in this area adjacent to the River.

Major goals for the community with respect to the lower terrace seem fairly clear. First, the industrial potential of the lower terrace should be recognized and promoted. Secondly, this industrial land should be reserved as far as possible for industrial use; that is to say that the encroachment of residential development into these areas should be discouraged. Thirdly, the basically sound residential areas should be encouraged through conservation measures to remain as stable residential areas. Fourthly, the severely blighted residential areas, through a program of urban renewal, should be redeveloped with strong consideration given to conversion of at least parts of these areas to industrial use--a far more economical use of this land than residential. And lastly, the potential for recreational use of the lower terrace and the River itself should be further exploited.

These goals are, of course, predicated on the New Hope Dam and the relief from the threat of flood damage that would be afforded the lower terrace.

### The Second Terrace

The second terrace is another distinctive division of the planning area. This is an area of about one-and-a-half square miles on the western edge of the lower terrace. There is a noticeable rise in the ground of about ten feet which separates the second terrace from the lower terrace. (This is readily apparent at Liberty Point and also on Grove Street just east of its intersection with Green Street.) On the west, the second terrace is bounded by the fairly sharp rise of the uplands (Haymount Hill for example).

The lower terrace is fairly flat and lies somewhat above the flood level of the larger floods of the River. Its natural drainage characteristic is somewhat more favorable than that of the lower terrace, as is the character of its soil. Nonetheless, there are also problems of providing adequate drainage facilities that resemble, in somewhat less extreme form, those of the lower terrace.

Historically, the second terrace provided the locale for the development of the village of Cross Creek, which outgrew the Town of Campbellton located on the lower terrace. At a prominent point on this second terrace, Fayetteville's first city plan established a place for a Town House Square. From this point once radiated many of the City's finest homes.

The role of the second terrace in the present-day community of Fayetteville is a vital one. The second terrace could almost literally be called the economic core of the urban area; for located there are the central business district, an

important network of railroad yards, most of the wholesaling activities of the urban area, and a large portion of the industrial activities. A second area of extensive blighted housing (the Blount Street area) is also located on the second terrace. With the exception of severe drainage problems, some of the housing areas located there possess much the same kinds of problems as does Southeast Fayetteville.

The basic goals of the community with respect to the second terrace would seem to be: First, the second terrace should be recognized as the locale for the most sizable commercial center in southeastern North Carolina, as well as the center of professional, governmental, and commercial services for the community. Secondly, the convenience, desirability, and attractiveness of the area should be enhanced through cooperative public and private planning. Thirdly, the industrial and wholesaling activities which take place in the "frame" around the central business district should be conserved and strengthened. And lastly, the severely blighted areas of the second terrace should be renewed, again giving consideration to conversion of at least parts of these areas to non-residential uses.

### The Uplands

The third distinctive division of the planning area is the uplands. Its eastern edge is easily identified by the abrupt rise at the western edge of the second terrace. This rise marks a ridge which extends north and south and defines the immediate basin of the Cape Fear River (Haymount Hill is a part of this ridge). The topography of the uplands varies from relatively flat on some of its plateaus to gently rolling. The uplands is well dissected by many winding drainage valleys which make their way eventually to the Cape Fear River. Natural drainage, from the standpoint both of topography and soils, is excellent with the exception of some larger flat areas and the "Carolina Bays."

Throughout the development of the community, the major role of the uplands has been providing the major location for the development of the community's residential areas. The gently rolling character of the terrain and ideal drainage conditions made the uplands well suited for residential development.

The major objectives of the community with respect to the uplands seem clear: First, it should be recognized as the resource for the development of the major living areas of the community. Second, the living qualities of these residential areas should be enhanced through cooperative public and private planning for those facilities which provide the services needed by the growing number of homes in this area.

PART TWO

# HISTORICAL DEVELOPMENT





## HISTORICAL DEVELOPMENT

I know this section of the country, and as I know it, so do I love it beyond all places of the earth. For there are no finer people anywhere, none with a richer past, none I hope with a greater future and certainly none with a dwelling place more beautiful--a land of flowers and trees and water and singing birds, of flaming sunsets, mellow fields and autumn skies.<sup>1</sup>

These words from the mouth of Mr. Mac, a central character in Paul Green's historical drama about the turn of events in this area during the Revolutionary War, "The Highland Call," eloquently express the aspirations of a great many Fayetteville citizens today. There can be no doubt that the people in this area of the Cape Fear Valley have a long, rich, and colorful historical heritage.

In community planning, a great deal can be learned about the character, the changing face and tempo of our community, and why it developed as it did from a study of its past. A knowledge of the forces and events which helped shape our community into today's Greater Fayetteville provides us with a firmer basis for planning for the future.

"Look Westward" seems to have been a by-word throughout the development of our community; even from the early days of the eighteenth century when the Highlanders of Scotland looked to the New World as the place to fulfill their dreams; and as the first Scots pushed up the Cape Fear River reaching to the west; and as the Fayetteville's early settlement saw development shift from the lower terrace of the River to a higher, more westward terrace; and as later growth, even today, has pushed to the west.

The River itself has been among the foremost influences on Fayetteville's growth. In large part it determined the original site of our first settlement; it helped influence the shift of settlement away from the lower terrace of the River; it provided the channel by which Fayetteville reached its commercial zenith in the days of the steamboat; and it has continually frustrated efforts to develop this lower river terrace.

Except for the river basin, topography has been extremely favorable to the development of our community. When finally recognized in recent years, the assets and variety of our gently rolling terrain have led to many pleasant residential sections.

Our community has always had a close tie with its surrounding agricultural region. Since the early settlers first turned the earth in the river bottoms along the Cape Fear, to the tobacco sales which take place annually, Fayetteville has been an important agricultural trading center.

Technological changes in the transportation industry have had a significant effect on the tempo of our growth. The flourishing pre-Civil War economy of Fayetteville can be directly attributed to the combination of its strategic location as the State's furthest inland port and the most efficient, most dominant mode of transportation at that time: the steamboat. A vast statewide market of goods was channeled through the river landing at Fayetteville.

The Civil War marked a turning point in the development of Fayetteville. It began a period of relative decline compared to other cities in the State ~~was~~ further hastened by the pattern of railroad development. This system at first bypassed Fayetteville; and since it became a fast and efficient means of moving goods and people, it took a tremendous bite from Fayetteville's statewide regional market. Fayetteville's tempo was drastically slowed down.

And then, during the World War I period, Fort Bragg was developed in the vicinity of Fayetteville. Subsequent development of the military bases in the area have had a stimulating affect on the tempo of our community and its economy. Recent years have seen the Fayetteville area grow at an astounding rate, bringing with it an economic boom, many new services and new facilities; but also bringing painful problems of providing adequate public services to an exploding pattern of development.

Today the Fayetteville area is rapidly regaining its former position as one of the dominant commercial towns in the State; in fact, by 1960 it had become the dominant urban center in the coastal plain of North Carolina.

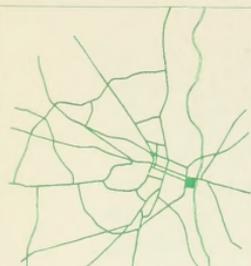
With this general picture of Fayetteville's development in mind, let's fill in some of the interesting details involved in Fayetteville's early development.

### Original Settlements

The first settlers of this region were Scottish Highlanders who migrated to the New World to escape the chaos and discontent prevalent in their native Scotland during the eighteenth century. The Highlanders participated in the

# HISTORICAL

# DEVELOPMENT



1762



1821



1929



1941



1950



1955



1960



1962



- KEY
1. Frank House Square
  2. James Court House Sq.
  3. St. John's Sq.
  4. Fisher Mill
  5. Cannon Factory
  6. Crossing Creek
  7. Old mill
  8. Matherly's Mill
  9. Ford Poultryman Ch.
  10. St. John's Episcopal Ch.
  11. State Bond
  12. Elizabeth Bridge
  13. Old Mill

ill-fated Jacobite revolutionary efforts of 1715 and 1745. Especially in the three decades after the "Forty-five," thousands of Highlanders flocked to America. Their defeat in 1746, plus other far-reaching social and economic changes, quickened the pace of the Scottish migration. Agricultural changes in Scotland caused evictions and rack rents; the clan system fell apart loosening the social ties and restraints that might have prevented migration; an enormous growth in population contributed to poverty and unrest. Primarily for these reasons many Scottish Highlanders left for the New World. The following description in the Edinburgh Advertiser in 1774 must have been appealing to them:

The price of labour (from the scarcity of hands and great plenty of land) is high in the colonies: a day labourer can gain thrice the wages he can earn in this country. . . . There are no beggars in North America, the poor, if any, being amply provided for. Lastly, there are no titled, proud Lords to tyrannize over the lower sort of people, men being there more upon a level, and more valued in proportion to their abilities than they are in Scotland.<sup>2</sup>

Ever since these first Scots settled the bottomlands along the banks of the Cape Fear our community has been characterized by westward expansion. These early Scots looked westward to the New World for fulfillment of their aspirations; they migrated further westward into the upper Cape Fear Valley in search of virgin and fertile farmland readily accessible to the River so they might enjoy a peaceful, happy, and abundant life--something not to be found in their native Scotland. They pushed up the Cape Fear River with sails as far as they could, then poled and rowed their way to the places they wanted.

The Scottish migration into the upper Cape Fear Valley continued into the middle and later years of the eighteenth century and settlements were made in the region now embracing Anson, Bladen, Cumberland, Harnett, Hoke, Moore, Richmond, Robeson, Sampson, and Scotland counties. In 1754 Cumberland County was created; its name ironically, was probably after the Duke of Cumberland--the "Butcher"--who with crude savagery put down the Highland uprising in 1746.

The Cape Fear River was the very lifeblood of a little settlement near the mouth of Cross Creek. In a land of nonexistent roads, nearness to a navigable stream was imperative. Even after crude roads were developed tying this settlement with other settlements in the western part of the State, the River continued to play a vital role in the life of the community. Wheeled vehicles were cumbersome and uncomfortable, and the roads were torturous.

So important was inland navigation to trade in the State that the Governor in 1760 appointed a committee to determine a location for a town at or near the head of navigation on the Cape Fear River. This town was to serve as the receiving and distributing point for the trade of the western settlements, referred

to as the "back country." The Cape Fear is the only major North Carolina River that empties directly into the ocean; and with a port at Wilmington, colonial officials were very eager to see trade from the western part of the State channeled down the Cape Fear rather than down streams which eventually led to the port at Charleston, South Carolina.

In 1762 the governor's committee recommended a site near the mouth of Cross Creek from among several that were proposed--including a place about a mile and a quarter to the west called Cross Creek. In part, the committee's report read:

Your Committee is of the opinion, that Cross Creek is not a convenient place for Building a Town, it being above a mile and a quarter from the River which would render the carriage of heavy goods very expensive to the Merchant, and of course must fall upon the Purchasers. . . The several Roads from Back Country all join together within about a mile and a quarter of this place, and by fixing the Town upon the River, it saves the Expence of Land Carriage of Goods, . . . another Convenience attending the Town's being at this place is, that by keeping a ferry in the Town, and making Roads to Orange, Duplin, and Cumberland Counties, would be very Beneficial to many of the Inhabitants of those Counties, for the convenience of bringing their produce to a market; . . .<sup>3</sup>

And so in 1762 the General Assembly established a town on the river at that point and named it Campbellton. Commissioners were appointed to "lay off one hundred acres of land, part of a tract of six hundred and forty acres, belonging to John and William Russell, minors, sons of John Russell, deceased, . . ."<sup>4</sup> These commissioners were further empowered to "lay out the said one hundred acres of land, . . . into lots of half an acre each, with convenient streets, and a square for public buildings."<sup>5</sup> Even today, the early gridiron street pattern and court house square are still evident in "Old Campbellton" down by the River.

In addition to the Scotch settlements in the "back country" north and west of Campbellton, there were Scotch-Irish who had migrated south from Pennsylvania; there were Pennsylvania Lutherans, and Moravians--and trade from the far reaches of these settlements eventually focused in the Campbellton-Cross Creek area where it could be carried by water to the port of Wilmington. To further this channelization of North Carolina's colonial trade, the General Assembly authorized the "laying out" of several public roads converging on Campbellton. Among these was a public road "from the Frontiers of this Province through the Counties of Mecklenburg, Rowan, Anson, and Cumberland, to Campbellton."<sup>6</sup> Another was a public road "from Dan River through the Counties of Guilford, Chatham, and Cumberland to Campbellton, . . ."<sup>7</sup> These two roads were authorized in 1771 and 1773.

But all was not well in Campbellton. The major roads which came into the area focused, not at Campbellton, but at the settlement at Cross Creek. This was natural since the roads followed the ridges into town and these converged in the Cross Creek area. In addition, natural drainage was extremely poor in and around Campbellton. And further, in 1765, a Quaker named Robert Cochran erected a flour mill in the Cross Creek Settlement. Since the mill was generally a focal point of early settlements, it tended to further the development of Cross Creek. The die was finally cast when merchants realized the advantages of trading in Cross Creek; they could intercept the wagon trade before it got to Campbellton. It wasn't long before Cross Creek had overshadowed Campbellton. Those who remained in Campbellton were mainly boatmen; the majority of the merchants and traders eventually moved to Cross Creek.

John A. Oates, the late historian of Fayetteville, described the 1770 settlement at Cross Creek:

From the 1770 map and from old deeds it appears that the original main road (the old Morganton Road from the West) ran down Haymount about where it does now and turned off opposite the present location of Hay Street Methodist Church and then toward the creek and Cochran's Mill. This is now Old Street. The road continued down Bow Street, Coolspring Lane, and across Blount's Creek and the present Person Street on to the river landing by way of the old Court House.<sup>8</sup>

The settlement of Cross Creek had no plan; it just "grew."

### The American Revolution

During the American Revolution, the citizens of this area were strongly divided in their loyalties. The heavy concentration of Scottish Highlanders in the upper Cape Fear Valley remained loyal to King George. In fact, they marshaled a regiment of Tories from their numbers and fought the Patriots at the Battle of Moore's Creek, 61 miles to the south. On the other hand, the citizens of Cross Creek settlement were mostly Patriots. So adamant were they in their convictions that on June of 1775, more than a year before the Declaration of Independence, thirty-nine of their number met and pledged their resistance to the King. A public memorial of this occasion is to be found at Liberty Point in downtown Fayetteville where the names of the thirty-nine are enscribed on stone. Not one of the thirty-nine names is Scotch, despite the heavy Scottish population in this region.

When the Revolution was over, and the Whigs and Tories had mended their fences, the settlement at Cross Creek turned anew to the development of their community and its commercial life.



Battle of Maores Creek, 1776. (Courtesy: U.S. Department of the Interior, Moores Creek National Military Park, N.C.)

#### Village of Cross Creek and Town of Campbellton United

Trade in Cross Creek continued to increase; the social and commercial focus was definitely on Cross Creek during the 1770's, not on Campbellton. Since the settlement of Cross Creek had become the center of trade, its citizens wanted it also to become the seat of county government--a function that Campbellton was still enjoying. A citizens' petition to the General Assembly signed about 1777 gives us a picture of the two communities at that time:

. . .The freeholders and inhabitants of the County of Cumberland HEREBY SHOWETH That the village called Cross Creek, within the Liberties of Campbellton has within a few years increased in such a rapid manner, insomuch as there are one hundred dwelling houses and Merchants' Stores therein, and the Trade of the back settlements. . . almost wholly centering there, . . .the situation of Cross Creek is high, dry and healthy, and accommodated with excellent Water and that of Campbellton, . . .is mostly in a low swampy situation, and the road from Cross Creek thereto is through a level clay ground, which from the constant intercourse of Waggons, is often rendered almost impassible for persons and extremely disagreeable to horsemen; . . .business is transacted entirely at Cross Creek, . . .it is extremely difficult to enforce the attendance of witnesses and Jurors at a Mile distance, . . .<sup>9</sup>

For these reasons, the citizens wanted the settlement of Cross Creek and the Town of Campbellton united, the public buildings built in Cross Creek, an orderly system of streets for Cross Creek, and better regulation of the whole area. This course was followed by the General Assembly in 1778 when they passed an act which stated, "the village of Cross Creek, and the town of Campbellton, shall be united into one town under the name of Campbellton, . . ." <sup>10</sup> This act further provided for the items listed in the citizens' petition.

### Fayetteville gets its Name and a Plan

Aftermath of the Revolution and other confusions frustrated efforts to lay out the streets in upper Campbellton. It continued to develop "in its former irregular form." Citizens of Campbellton wanted an end to the confusion in street location and also wanted to rename their town after the famed Revolutionary hero, Marquis de Lafayette. And so in 1783, the name Campbellton was changed to Fayetteville by an Act of the General Assembly. This act further stated that

. . . many of the inhabitants of said town being now making preparation for repairing their houses, or erecting new ones, it becomes necessary that the streets should be regulated without delay, so as to occasion as little expense and inconvenience as possible to the proprietors of lots and houses; . . . <sup>11</sup>

In order to do this, the act called for the appointment of

. . . commissioners for laying out the streets. . . in the most regular and convenient manner in which the same can be done and with as little injury to the proprietors of lots and houses therein. . . and that the principal streets be one hundred feet wide, and all other streets as wide as the particular situation of houses and lots will admit; and the said commissioners or a majority of them are hereby directed to lay out a square or squares for public buildings, in such part of the town as may be found most eligible, . . . <sup>12</sup>

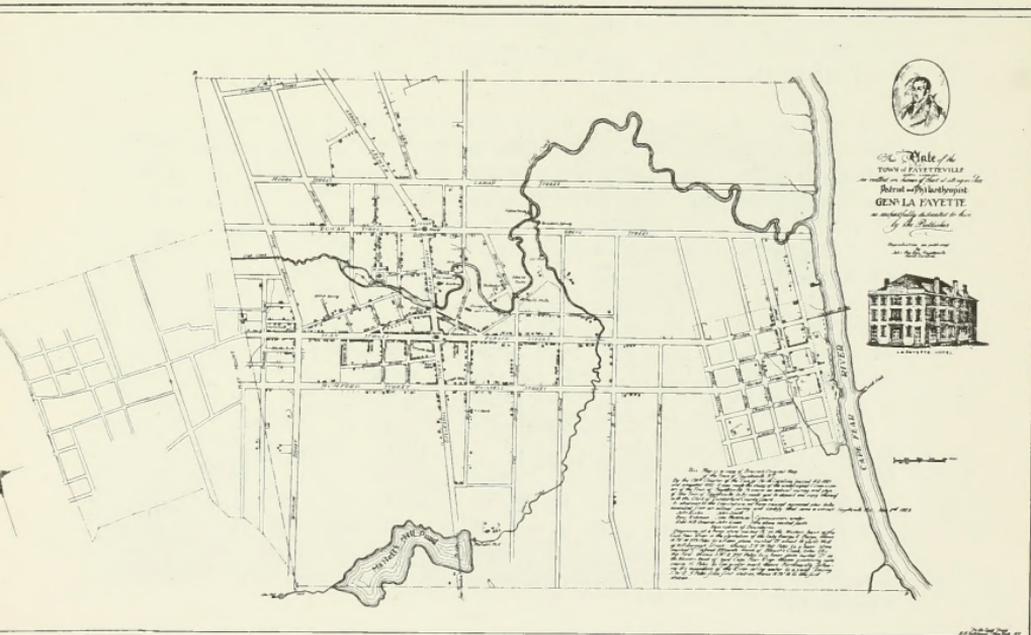
The following year, 1784, the General Assembly approved the plan submitted by the commissioners who had "surveyed and laid off six principal streets and two squares. . ." <sup>13</sup> The Assembly also authorized the commissioners to lay out new streets when needed "as to them seem most conformable to regularity and convenience, . . . not less than fifty feet in breadth." <sup>14</sup>

And so in 1784, just one year after the City of Fayetteville began its official life, a city plan was approved. This led to the basic framework for today's downtown area. It called for straight and regular streets related to the Town House (Market) Square and James Square. The plan was conceived in such a

manner that the approaches to the two squares would be grand and impressive. Fayetteville is fortunate today to have a focal point such as the Market Square giving our downtown a sense of unity. We're also fortunate that these early planners saw fit to provide one hundred foot rights-of-way for the major streets in our present downtown area. And indeed it's a pity that in the following two centuries many other streets in other areas were built on less right-of-way than the fifty feet required in 1784.

Citizens of Fayetteville were proud of their city and were very conscious of beauty. Their awareness of the value of trees in adding a pleasing texture and coolness to public streets is reflected in an ordinance of 1814. "Under a penalty of five dollars for each and every offence," the ordinance stated, "it shall be unlawful for any person to cut down any growing tree in any of the squares, streets, or ways of the town, . . ."15

The desire to maintain a clean city also occupied the attention of Fayetteville's early citizens. An ordinance, passed in 1822, among other things imposed a penalty of two dollars against "Any person . . . throwing rubbish in the streets."16 An early anti-litterbug campaign which is still being waged.



McRae's Map of Fayetteville, c. 1825.



UNITED STATES ARSENAL AT FAYETTEVILLE

United States (later Confederate) Arsenal at Fayetteville, built c.

Prior to 1818, private boats or public ferries were used to cross to the east bank of the Cape Fear River. During that year the General Assembly authorized James Seawell and his associates to "erect a bridge across the Cape Fear River at or within two miles of the boat landing in Campbellton opposite the town of Fayetteville, . . ."17

The need for greater convenience in securing clean drinking water led to the incorporation of the Fayetteville Water Works in 1820. The General Assembly authorized William Nichols and his associates various prerogatives "for supplying the town of Fayetteville with pure and wholesome Water."18

Although Fayetteville had the early plan approved by the Assembly in 1784, there was still confusion in 1820 to exact street layout; the 1784 plan and commissioners' report had somehow gotten lost. And so in 1821, another group of commissioners were appointed "for laying out the streets. . . in the most regular and convenient manner. . ."19 These commissioners made their plan and survey, which was unanimously approved by the commissioners in 1823.

The construction of a federal arsenal, later to become known as the Confederate Arsenal, was begun in 1838 on a beautiful site atop Haymount Hill. The strategic location of Fayetteville between the Potomac and Savannah Rivers and its ideal transportation facilities on the Cape Fear River made it a logical choice for an arsenal site. Until its destruction by Sherman's troops in 1865, it was the pride of Fayetteville. With a view overlooking the Cape Fear Valley and pleasing design treatment, the Arsenal was a place to see for all visitors to Fayetteville.

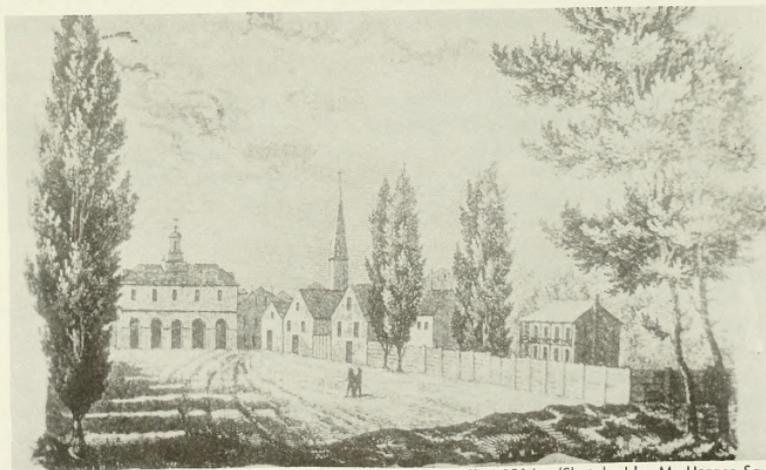
## Fayetteville's State House

The flourishing commercial town of Fayetteville wielded considerable political influence. With its newly approved city plan with grand avenues and two squares, Fayetteville had just the site for the State House. And in 1789 the State House was finished, just in time for the General Assembly session that year. This was a historic session for North Carolina; The Assembly ratified the Federal Constitution making it the thirteenth state in the Union, and granted the charter for the University of North Carolina, the earliest state university in the Nation.

The General Assembly also met there in 1790 and 1793. Fayetteville was very nearly selected as the permanent capital of North Carolina. At one point only one additional vote in the Assembly was needed. In 1794, however, the Assembly selected Raleigh as the permanent capital.

The State House in Fayetteville was to have a catastrophic end. It was destroyed in 1831 by the most devastating event in Fayetteville's history, the Great Fire. It wasn't too long, however, before it was rebuilt. The present magnificent Georgian structure was completed in 1838 as the Town Hall. Its arches provided an ideal place for trading in meats and produce, and soon it became known simply as the Market House.

Through the years it has served as the focal point of our community. The image of the Market House stands as a symbol of Fayetteville; indeed it is one of our greatest assets.



Downtown Fayetteville, 1814. (Sketched by M. Horace Say)

## The Great Fire

May 29, 1831 was to go down as the date of the most catastrophic event in Fayetteville's history. On that day a fire broke out in the kitchen of James Kyle's house on Market Square; the flames soon roared out of control and threatened to engulf the whole town. When finally the fire was brought under control and the damage surveyed some six hundred homes had been consumed in the inferno; one-third of the population was displaced. The fire also destroyed the State House and gutted the First Presbyterian Church and St. John's Episcopal Church.

Not only was this fire the worst in Fayetteville's history, it was the worst in the entire United States up to that time.

The citizens of Fayetteville rebuilt after they had recovered from this fire. But again in 1845 and 1846 disastrous fires threatened much of the very same area, although they were not nearly as destructive as the 1831 inferno.

## Beginnings of Manufacturing in Fayetteville

It must be remembered that the manufacture of textiles, Fayetteville's basic manufacturing industry, required the perfection of a number of inventions involved with the various processes in the textile industry. And further, that a practical power source had to be coupled with this machinery. During the latter half of the eighteenth century, many basic inventions were invented having to do with the four basic processes in textile manufacture: preparation of the fiber, spinning the fiber, weaving or knitting into cloth, and finishing of the cloth. The first half of the nineteenth century saw the application of power-driven machinery to these basic textile processes.

Aside from the milling of flour, started first, as mentioned earlier, by the Quaker, Robert Chochran in 1765, one of the Fayetteville area's first manufacturing industries was the hat factory of James Gee near the Confederate Women's Home during the colonial period.<sup>20</sup> This was only manufacturing in the sense that he turned out hats; his products were hand-crafted.

Oates wrote that two men by the name of Brachen and Shepard from Virginia established a chewing tobacco factory in 1816. They located their factory in old Campbellton, north of the Clarendon Bridge, and operated there until about 1826.<sup>21</sup>

Textile factories in Fayetteville were among the first in the State. The beginnings of the textile industry in Fayetteville came in 1824, when William McNeill built the frame of a building intended for a factory adjacent to Cross Creek. Benbow and Company acquired the mill in 1838, installed newer machinery,

and began a more successful operation. In 1840 it was chartered by the Legislature as the Cross Creek Manufacturing Company.<sup>22</sup>

A flurry of manufacturing companies were chartered during these years. In addition to the Cross Creek Company, there was the Rockfish Manufacturing Company in 1837, the Phoenix Company in 1839, and Beaver Creek Manufacturing Company in 1841.

A report of the Fayetteville and Western Plank Road Company in 1851 offers an interesting account of manufacturing in the Fayetteville area during this period:

A complete revolution in the trade in cotton yarns has been effected in North Carolina within a few years by the establishment of a number of factories in that state. Prior to the year 1836, immense quantities of the article were imported into the state from the north. In that year a factory was established in Fayetteville; others were soon after established throughout the state; and now, instead of drawing their supplies from abroad, large quantities are annually imported. In Fayetteville, there are six factories which cost about \$347,000. Three of these manufacture brown sheetings; the fourth has just commenced to weave heavy Oznaburgs, weighing half a pound to the yard; the other two make yarns only. Sheetings, shirtings, and bagging manufactured there have acquired a reputation second to none in this country.<sup>23</sup>

### The Riverboat Era

Development of a means of mechanical propulsion of boats further enhanced Fayetteville's commercial life. It wasn't until 1807 that Robert Fulton and Robert Livingston's steamboat "Clermont" made its historic voyage up the Hudson River of New York. In 1818 the steamboat "Henrietta" was built near Fayetteville; this was one of the earliest crafts of this kind built in the southern states. Now Fayetteville had the advantage of easier navigation up and down the River. Prior to this crafts could easily move downstream to Wilmington, but upstream movement without mechanical propulsion was extremely difficult.

Also in 1818 Fayetteville's attempt to a Grand Canal was begun. The objective was to connect the Cape Fear at Campbellton with the Cape Fear above "Smiley's Falls" in order to provide navigational access into Chatham County. This project proved to be too grand an undertaking and was soon abandoned.

The Henrietta Steamboat Company was chartered in 1831 with the right to own land in Wilmington and Fayetteville and to erect wharves and warehouses.

In a commercial statement, "The Trade of Wilmington, 1843," written in that year by Robert W. Brown, the river trade is described:

Portable articles of produce are brought from the interior country by land carriage to Fayetteville, at the head of boating navigation; thence they are carried down to Wilmington by well constructed steam-boats and their numerous towboats, comprising a flotilla on an extensive scale, . . .

In the course of many years of practice of the author. . . he has had goods delivered at Fayetteville within a week or ten days from New York, . . .

Wheat is brought in to Fayetteville by wagons, where it is bought, cleaned at mills, and put up in cases of seven bushels or bags, and sent down to Wilmington for sale or to ship.<sup>24</sup>

Fayetteville's strategic location at the head of navigation on the Cape Fear River, leading to North Carolina's only sizable port for ocean and coastal commerce, was paying huge dividends.

#### Fayetteville's Flourishing Pre-Civil War Economy

Before the Civil War, and especially before the days of the railroad, Fayetteville was the "market town for all the North-western section of the state, drawing an immense wagon train from as far as South-west Virginia, besides the trade nearer by stretching to Raleigh on the North, Marion, South Carolina and the South, and the borders of Duplin on the East."<sup>25</sup>

Compared to the rest of the Nation, however, North Carolina's coastal and foreign commerce was among the smallest of any state. Dangerous shoals, shallow inlets, and sounds handicapped development of its ports. The vital role played by Fayetteville in North Carolina's coastal and foreign commerce was emphasized in a paper written in 1819 by Archibald D. Murphey. He pointed out that in 1816 North Carolina's exports were mostly produce, consisting mainly of naval stores, lumber, cotton, tobacco, rice, corn, wheat, flour and flax seed. Its value was about one and a third million dollars, and most of it came through Wilmington. The value of Fayetteville's produce boated to Wilmington was almost identical with the value of North Carolina's total exports for that year.<sup>26</sup>

In 1820 only one city in the entire State was larger in population than Fayetteville; New Bern, the largest city, had 3,663 persons, while Fayetteville was a close second with 3,532. An 1820 "Geographical, Statistical, and Historical Map of North Carolina" shows six roads converging on Fayetteville from all di-

rections, and carries this comment: "Fayetteville is regularly laid out near the west bank of Cape Fear River, at the head of boat navigation and is one of the most flourishing commercial towns in the State."<sup>27</sup>

In describing Fayetteville's commercial power in the years before about 1831, John A. Oates quoted a Mr. Belden:

Some idea. . . may be formed of Fayetteville's heavy trade at that time when the fact is born in mind that a large part of East Tennessee, Southwestern Virginia, all of the intermediate country and tiers of counties on the North, South, and East of Cumberland, looked to Fayetteville for supplies of salt, iron, and general merchandise. The volume of trade was then at its apex and Fayetteville had reached the highest point of prosperity in her commercial history.<sup>28</sup>

By 1860 North Carolina had thirty-six banks; five of these were in Fayetteville, four in Wilmington, three in New Bern, and two each in Raleigh, Charlotte, and Greensboro.<sup>29</sup>

There can be no doubt that Pre-Civil War Fayetteville occupied a position of commercial leadership in North Carolina.

### Plank Roads and Railroads

A system of plank roads, or so-called "Farmer's Railroads," was developed during the 1850's that tied Fayetteville in to better advantage with its immediate trade area. These were built by laying heavy, wide planks on stringers, or ties, placed at right angles to the direction of travel--like railroad ties. They were ideally suited for short-haul farm-to-market travel; they enabled speedier and more comfortable travel. Previous roads would often become impassible in rainy weather.

The very first plank road in North Carolina was the Fayetteville and Western. It was incorporated in 1849 and completed about 1854. Lefler called it the "Appian Way" of North Carolina and further that it "ran from Fayetteville via Salem to Bethania a distance of 129 miles. It was the longest plank road ever built in the world! For fifteen years it served as a commercial artery from the inland section to wharves at the head of navigation in Fayetteville."<sup>30</sup>

Between 1850 and 1860 about six other plank roads were completed to Fayetteville making Fayetteville the "center of the wagon trade of the state."

The problem with plank roads, however, soon became too apparent. Maintenance costs were high since the timbers were continually exposed to the elements and modern wood preservatives were not then available. Estimates made

in Ohio showed that even with the best of hardwoods, such as hemlock, the life span of one of these roads was about seven years.<sup>31</sup> By 1870 they had practically disappeared.

Shadows on the horizon began to indicate the coming of a revolutionary change in technology in the transportation industry--the combination of rails and steam locomotives. The first American-built steam locomotive, the "Tom Thumb," had a trial run in 1830. When this combination was made practical, the transportation industry had at its disposal speed and tractive power for hauling freight and passengers overland which far surpassed any other known means of transportation.

The development of the railroad system was to eventually bite heavily into the Fayetteville's strategic advantage; that of funneling commerce along the Cape Fear River. Some far-sighted individuals sought to organize the Fayetteville and Yadkin Valley Railroad in 1833, but failed due to lack of support in soliciting subscriptions. James Sprunt wrote that "In March, 1833, the commissioners of the City of Fayetteville were instructed to negotiate a loan of \$200,000 to be invested in the Cape Fear and Yadkin Valley Railroad, which, with individual subscriptions, would be more than enough for the organization of the company, and work could be begun in the Spring of 1834."<sup>32</sup> Its subsequent failure was attributed to the "lack of support by the inhabitants of the Western section, who would not contribute one cent to the enterprise of establishing a railroad from the seaboard to the mountains."<sup>33</sup>

Another attempt at railroad investment was made in 1852 when the Western Railroad was chartered. The idea was to build a line to the coal regions of Moore and Chatham counties. Construction was begun in 1854. However, again due to financial difficulties, the road was only completed to the Egypt mines.<sup>34</sup>

By 1860 North Carolina's railway system totaled 891 miles; it had cost \$17,000,000, and connections had been made with interstate lines leading north, south, east and west.<sup>35</sup> And yet, the Western Railroad, Fayetteville's only rail outlet, had no connections with the rest of the system.<sup>36</sup> The development of the State's rail system intercepted the trade that formerly was channeled through Fayetteville.

The Civil War further delayed Fayetteville's effort to develop its rail system. After the War, it was not until 1879 that the Cape Fear and Yadkin Valley Railroad was formed. Gradually thereafter Fayetteville became tied in with the rest of the system. By 1884 passenger trains were running into Greensboro and by 1888 into Mount Airy and Wilmington. Also in 1888, the Atlantic Coast Line completed its "short cut" through Fayetteville bringing with it the New York-Florida freight and passenger trains. The Atlantic and Rockfish Railroad was char-

tered in 1894. Altogether by 1899, Fayetteville had five railroad lines radiating from the City,<sup>37</sup> but was far behind the rapidly industrializing Piedmont cities whose rail network had developed at an earlier date.

### Civil War

Striking a crushing blow to the economy of the South, General Sherman led his troops on their famed "march to the sea." Withdrawing ahead of Sherman were Confederate forces under General Hardee. Hardee and his troops passed through Fayetteville and burned the Clarendon Bridge after them. On March 11, 1865 Sherman and his troops occupied Fayetteville. In accordance with his policy of rendering the economy and the military of the South a crushing blow, Sherman had the Confederate Arsenal on Haymount Hill burned, and destroyed the Fayetteville Observer office and the productive capacity of Fayetteville's textile plants.

The Civil War and subsequent days of reconstruction were hard on the development of Fayetteville. North Carolina's railroad system had already bypassed Fayetteville and drastically curtailed its trade area. The War brought with it discouragement and defeat. Fayetteville along with other Southern areas suffered an economic prostration after the War. The economy of the United States was turning more and more toward the development of industry; but the South had long depended on a primarily agricultural economy--and the War had shaken this system by its roots.



Sherman's men driving Confederate forces out of Fayetteville. (From a sketch made at the time)

After the War Fayetteville was in a worse position for economic development than those North Carolina cities in the Piedmont. Fayetteville was in the midst of a large agricultural area without a developed rail system such as the Piedmont cities had. Industrial growth in North Carolina largely took place in a string of cities known as the "Piedmont Crescent."

### Temporary Decline

The years following the Civil War saw Fayetteville decline in importance in relation to other North Carolina cities. The lag in railroad development and the decline in the value of Fayetteville's strategic location became all too apparent. It would not be until 1910 that the City of Fayetteville even surpassed its 1860 population.

Some idea of the effect of rapid growth of other North Carolina cities and Fayetteville's relative decline can be gotten by examining Fayetteville's population ranking among the State's cities. From 1820 to the Civil War, Fayetteville was the second or third largest city in the State. The city actually lost population between 1860 and 1870, and lost even more by 1870. Its rank in 1860 was third in the State; by 1870 it had dropped to fourth; it was sixth in 1880; tenth in 1890; twelfth in 1900; fourteenth in 1910; and by 1920 Fayetteville had become the eighteenth ranking city in North Carolina.

#### FAYETTEVILLE'S POPULATION WITH STATE RANKING, 1820-1960

Year	Population	Rank	Year	Population	Rank
1820	3,532	2	1900	4,670	12
1830	2,878	3	1910	7,045	14
1840	4,285	2	1920	8,877	18
1850	4,646	3	1930	13,049	13
1860	4,790	3	1940	17,428	13
1870	4,660	4	1950	34,715	9
1880	3,485	6	1960	47,106	8
1890	4,222	10			

The general decline of Fayetteville is also pointed out by its losing its financial solvency in 1880. In 1881, the citizens voted to repeal the City's charter and not until 1893, twelve years later, was the charter restored. Between 1880 and 1920, Fayetteville's growth was slow; in those forty years, the City's population grew by only 5,392 persons--and extremely slow rate of growth in comparison to the wave of industrial activity and population growth that was taking place in many other North Carolina cities.

## Establishment of Fort Bragg

On September 30, 1922, the U. S. Army made an announcement that was to have a significant effect on the economy of this slowly growing area. Fort Bragg was designated as a permanent Army post. It had been established as early as 1918 as an artillery firing center. The boundary of Fort Bragg is just six miles northwest of the Market Square in downtown Fayetteville.

With the influx of military personnel during the World War I years, the tempo of economic activity in Fayetteville was increased tremendously. A publication entitled "Camp Bragg and Fayetteville," published in 1919, gives an account of this increase in tempo and prophesizes the long-range effect of Fort Bragg on the City.

Since the acquisition by the Federal Government of the Camp Bragg Military Reservation and the immediate commencement there of building operations attracted such a precipitous influx of immigration to the City of about fifty per cent. With a fluctuating number of soldiers at the Camp averaging twenty thousand men and with Fayetteville the sole and only center for trade and recreation the future growth is absolutely assured. New hotels and restaurants are in process of construction. Many new retail stores have been established and several of those already in existence have been compelled to enlarge their space and expand their facilities. And with all this the new era in Fayetteville's commercial life has only just begun.<sup>38</sup>

## Exploding Growth

By 1929 the City had annexed as far west as the edge of the present Fayetteville High School site, and the geographic center of our City had shifted considerably westward. This also marked the beginning of a trend toward an irregularly shaped city limits which has continued until it reached the extremely irregular shape of 1963. This has some undesirable implication for the orderly and economic provision of public facilities in new areas and in recent years reflects an extremely exploded pattern of growth.

Between 1920 and 1930 Fayetteville moved up in the rank of cities in North Carolina from eighteenth to thirteenth. Between 1930 and 1940 the growth of Fayetteville and Cumberland County was steady, and Fayetteville remained the thirteenth largest city.

In March of 1940 the strength of Fort Bragg was 4,971. Then came a second Global War and the accompanying tremendous build-up of America's fighting

forces. By October of 1942, Fort Bragg's strength had climbed to 92,783. At times the City of Fayetteville had as many as 200,000 people in the immediate area; and this area was literally bursting at its seams and straining to meet a vast new demand for goods, services, housing, and public facilities.

With such a large employment center as Fort Bragg acting like a large magnet, just six miles northwest of downtown Fayetteville, urban growth moved primarily in that direction. By 1941 the City had annexed land west and northwest of the older limits, plus some land to the south. Like the traders who settled Cross Creek to intercept Campbellton's trade, modern day merchants located northwest of the older center to "intercept" this large volume of trade before it reached downtown.

By 1955 the City had annexed more areas to the north and west of the 1941-1950 limits. Subsequent annexations finally led to the City's extremely irregular form of 1960.

Growth in Fayetteville and Cumberland County between 1940 and 1960 has been nothing short of astounding. The City of Fayetteville nearly tripled its 1940 population during these years. In the 69-square-mile planning area including Fayetteville and its fringe, the amount of urban development almost doubled in the ten-year period, 1950-1960. In other words, almost as much land was developed in these ten years in the planning area than in the previous two centuries of growth.

The Planning Department's Technical Study Number One, "The Economy of Fayetteville, N. C." discussed economic growth during the recent twenty-year period. It stated that "The economic growth of Fayetteville during the twenty-year period. . .has been tremendous. During this period Fayetteville and Cumberland County have risen from the second ranking center in the trade area to the dominant center in the coastal plain. . .39

C R E D I T S

- <sup>1</sup>Paul Green, The Highland Call, (Chapel Hill: UNC Press), 1941, 5.
- <sup>2</sup>Edinburgh Advertiser article, quoted in Duane Meyer, The Highland Scots of North Carolina, (Chapel Hill: UNC Press), 1961.
- <sup>3</sup>North Carolina, State and Colonial Records of North Carolina, VI, (Raleigh: Edwards and Broughton), 1888, 816.
- <sup>4</sup>Fayetteville, Acts of the General Assembly Relative to the Town of Fayetteville and Ordinances of the Magistrate of Police and Commissioners of Fayetteville, (Fayetteville: Edward J. Hale), 1846, 3.
- <sup>5</sup>Ibid.
- <sup>6</sup>State and Colonial Records. . .XXIII, 870.
- <sup>7</sup>Ibid., 918.
- <sup>8</sup>Jahn A. Oates, The Story of Fayetteville, (Charlotte: Dawd Press, Inc.), 1950, 159-160
- <sup>9</sup>State and Colonial Records. . .XV, 209-211.
- <sup>10</sup>Acts of the General Assembly. . ., 4.
- <sup>11</sup>State and Colonial Records. . ., XXIV, 513.
- <sup>12</sup>Ibid.
- <sup>13</sup>Acts of the General Assembly. . ., 7.
- <sup>14</sup>Ibid., 8.
- <sup>15</sup>Ibid., 63.
- <sup>16</sup>Ibid.
- <sup>17</sup>Ibid., 28.
- <sup>18</sup>Ibid.
- <sup>19</sup>Ibid., 31.
- <sup>20</sup>Ben D. McNeill, "Cross Creek: 1775, "The Highlanders, Commemorative Magazine by the Fayetteville Historical Celebration, Inc., 1939.
- <sup>21</sup>Oates, 91.
- <sup>22</sup>Ibid., 92.
- <sup>23</sup>Quoted in Lefler, North Carolina History as Told by Contemporaries, 251-252.
- <sup>24</sup>Reprinted in James Sprunt, Chronicles of the Cape Fear River, (Raleigh: Edwards and Broughton Co.), 1916, 506-508.

<sup>25</sup>Fayetteville, Facts and Figures Relating to Fayetteville, North Carolina, (Fayetteville: Chamber of Commerce), 1899, 2-3.

<sup>26</sup>North Carolina History. . . , 202-203.

<sup>27</sup>Geographical, Statistical, and Historical Map of North Carolina, drawn by F. Lucas, c. 1820.

<sup>28</sup>quoted in Oates, 176-177.

<sup>29</sup>Lefler and A. R. Newsome, North Carolina, (Chapel Hill: UNC Press), 1954, 378.

<sup>30</sup>North Carolina History. . . , 229.

<sup>31</sup>Ross M. Robertson, History of the American Economy, (New York: Harcourt, Brace and Co.), 1955, 107.

<sup>32</sup>Sprunt, 147.

<sup>33</sup>ibid.

<sup>34</sup>Lefler, History of North Carolina, (New York: Lewis Historical Publishing Co., Inc.), 1956, 1, 381.

<sup>35</sup>ibid.

<sup>36</sup>Facts and Figures. . . , 3.

<sup>37</sup>ibid., 4.

<sup>38</sup>Camp Bragg and Fayetteville, (Richmond, Va.: Central Publishing Co., Inc.), 1919, 46-47

<sup>39</sup>Fayetteville, The Economy of Fayetteville, N.C. (Fayetteville: The Planning Department), 1960, 36.

ADDITIONAL NOTE: Periodic articles and feature stories published in the Fayetteville Observer were also very helpful in preparing this sketch.

PART THREE

# PATTERN OF DEVELOPMENT



New subdivisions, vicinity of Fayetteville, N. C.



## PATTERN OF DEVELOPMENT

The basic purpose of this report is to study the present pattern of development in the Fayetteville urban area, and to examine factors which influence this pattern. This can best be done through a study of existing land use. The procedure is simple. First the general types of land uses (residential, commercial, industrial, etc.) are designated. Then a detailed survey is made of the urban area to determine how these types of uses are distributed. The resulting information is plotted on maps.

A land use map is not like property maps or maps showing buildings and features. A land use map shows how the land is being used regardless of property lines or buildings. For example: a single house on a single lot would be classified residential since both the house and its yard are in residential use. For a single house located in a ten-acre tract (the remainder of which is vacant) only that area actually being used is residential would be so classified; the remainder would be considered vacant. and in an urban planning area used for agriculture is also usually looked upon as vacant since it can be made available for urban development.

A land use survey is very useful in community planning. It is a tool which helps one to comprehend the pattern and extent of development and some of the problems associated with this pattern and extent. Together with an understanding of the characteristics of various uses, a land use survey can play an important role in planning for public services. Different types of uses each have different combinations of demands for public services. For example: twenty acres devoted to residential use might contain 30 to 40 houses. This number of additional houses may mean 15, 20, or more elementary school children (enough for more than half a new classroom). These additional children will also place heavier demands on the need for neighborhood recreation centers.

Twenty acres devoted to commercial uses (roughly the size of each of Fayetteville's largest shopping centers) would not add directly to the demand for additional classrooms and recreation centers; but would contribute heavily to the demand for thoroughfares of sufficient capacity to avoid congestion. A twenty-acre tract in industrial use would have even another combination of demands for urban services.

Not only do different types of uses require different combinations of services, they also differ in the location, amount, and characteristics of the land each requires. Land unsuitable for industrial development often would make ideal residential areas. Shopping centers must be located conveniently in their tributary trade areas.

Different uses also possess very different "operating characteristics," which often are conflicting in nature. (Consider the desire most people have for homes in an area of peace and privacy, as opposed to the urgency, activity, and noise characteristic of commercial areas.) Often the two "conflicting uses" occur in uncomfortable proximity to one another.

Organized forethought as to the proper use of land is urgently needed. If the population of a community increases without this forethought (and especially when an area grows as fast as the Fayetteville urban area in the fastest growing large county in North Carolina), the consequences may be costly. Often development occurs at places where the timely provision of public services is economically impossible. Sometimes good industrial sites, which might have been assets to the community, are not reserved. Much more land than can possibly be developed as commercial land in the foreseeable future is often reserved due to the expectation of high return. This sometimes creates stagnant areas to which services must be provided, but at a high cost.

The study of land use can thus be very beneficial to those making decisions affecting the future character of the community. The remainder of this part of the report is devoted to a study of land use and the pattern of development in the Fayetteville planning area. These remarks are based on an extensive land use survey of the entire 69-square-mile planning area in 1960. (See page 65 for full description of the planning area.) In this survey, each parcel of land was classified into five broad land use categories: (1) RESIDENTIAL (including single-family, two-family, and multi-family residential uses); (2) COMMERCIAL; (3) INDUSTRIAL (including industrial; wholesale; transportation, communication and public utility uses); (4) PUBLIC AND INSTITUTIONAL; and (5) VACANT AND AGRICULTURAL.

The results of the survey were plotted on maps of various scales for presentation and analysis. A similar survey was conducted in 1950 but was limited primarily to the city limits. Through the use of 1951 aerial photographs this survey was extended throughout the 1960 planning area. (Though not as accurate as field methods, this technique offered a basis for comparison of the land use patterns of 1950 and 1960.) Plates 7 and 8 on pages 54 and 55 show the resulting 1950 and 1960 land use maps.

Examination of these maps shows that tremendous growth has occurred during the 1950's. The general pattern of development, however, has remained essentially the same. Many of the basic factors which influence development (such

astopography, soils, etc.) have not changed in recent history, and will not change significantly in the immediate future. It is all the more important, then, to know factors affecting development, and to have a survey of existing land use.

Two basic questions are explored in this part of the report: What is the current land use pattern in the urban area? What are some of its most important general problems?

### General Pattern of Development

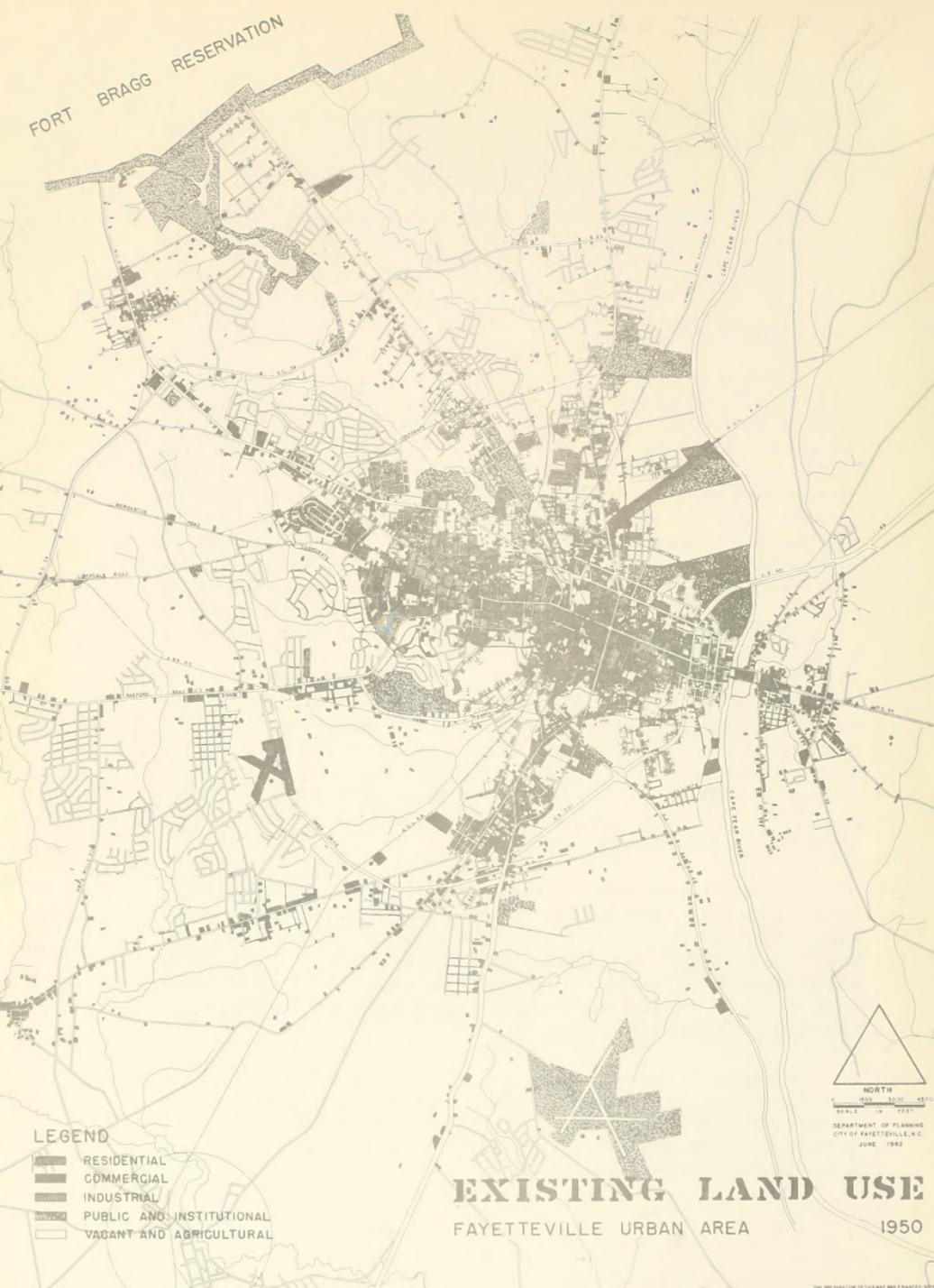
There is a tendency for a city to grow in a circular pattern, with the central business district located in the center of the circle. Usually, however, this circular shape is modified by such factors as topography, character of development, natural barriers, and the like. This is the case in the Fayetteville area. The general shape of the overall development pattern of the Fayetteville urban area resembles a "modified fan." An example of a true fan-shaped pattern would be Chicago, where the central business district is located on the shore of Lake Michigan and development has fanned outward from this core. Fayetteville's development pattern is different from a true fan shape in two respects: (1) the Cape Fear River has proven to be a significant barrier to development taking place east of the River, and (2) Fayetteville's central business district is located, not directly on the bank of the River, but along the edge of the second terrace, a mile away from the River.

If, however, in examining the land use map the lower terrace is ignored, then it becomes apparent that development is truly fan-shaped west of the lower terrace. In this light the influence of the lower terrace (with its drainage problems, flooding characteristic, high water table and other problems) as a barrier to recent development can be visualized. Development on the lower terrace, other than in areas where drainage is provided by Cross Creek and Blounts Creek, is either scattered or non-existent.

West of the lower terrace, development has fanned out along the ridges between Cross Creek, Blounts Creek, and their tributaries, following the major roads which developed along these ridges (Ramsey Street, Murchison Road, Hay Street-Fort Bragg Road, Raeford Road, and Gillespie Street). In most instances this development has remained on the tops of the ridges and has not developed down the slopes. Hamant Hill is the only noted example of the ridge slopes being almost completely developed.

In addition to the shape of the general development pattern, there are several other noteworthy matters concerning the pattern of development that merit separate discussion. They include the following: scattered development, strip commercial development, mixed land use, and the impact of the development pattern on the central business district.

FORT BRAGG RESERVATION



LEGEND

-  RESIDENTIAL
-  COMMERCIAL
-  INDUSTRIAL
-  PUBLIC AND INSTITUTIONAL
-  VACANT AND AGRICULTURAL

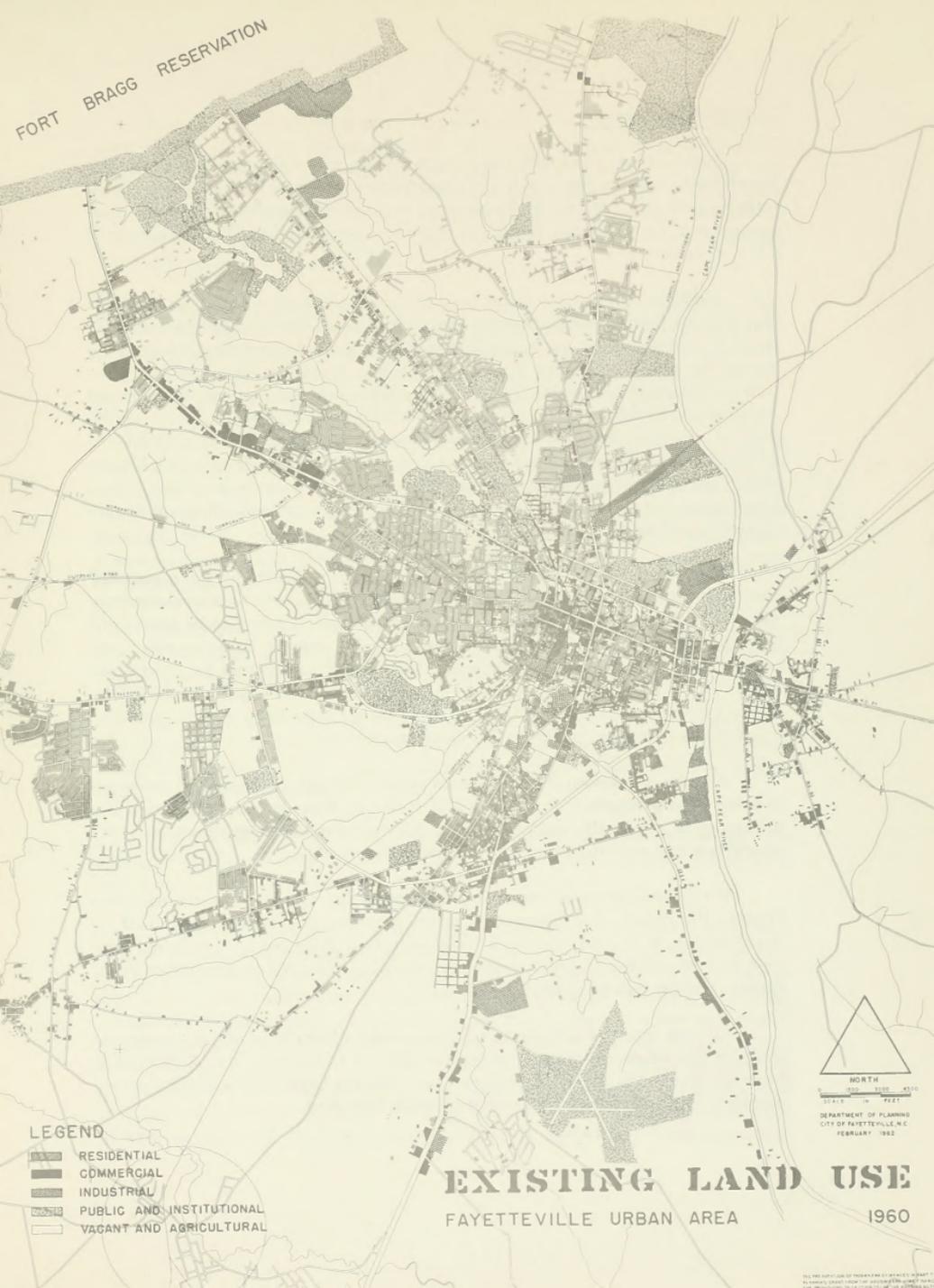


NORTH  
0 100 200 300 400 500  
SCALE IN FEET

DEPARTMENT OF PLANNING  
CITY OF FAYETTEVILLE, N.C.  
JUNE 1952

**EXISTING LAND USE**  
FAYETTEVILLE URBAN AREA 1950

FORT BRAGG RESERVATION



**LEGEND**

-  RESIDENTIAL
-  COMMERCIAL
-  INDUSTRIAL
-  PUBLIC AND INSTITUTIONAL
-  VACANT AND AGRICULTURAL



NORTH  
0 100 200 300  
SCALE - METERS

DEPARTMENT OF PLANNING  
CITY OF FAYETTEVILLE, N.C.  
FEBRUARY, 1962

# EXISTING LAND USE

FAYETTEVILLE URBAN AREA

1960

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## Scattered Development

Examination of the land use pattern reveals that urban development in the Fayetteville area has taken place in an extremely scattered fashion. Subdivisions have leap-frogged out into the fringe areas, and have by-passed many undeveloped parcels and tracts of land. This is not the most economical or efficient pattern of urban development.

Scattered development forces up the costs of development. Septic tanks and disposal fields, installed because residential areas are developed beyond the reach of sanitary sewer service, will probably be junked when they become nuisances and sewer extensions finally reach them. If services are provided, they must be extended further to serve a scattered development pattern. As scattered development is annexed and provided with a full range of municipal services, the costs of providing these services become far more than they would have been if development had been more orderly and compact. Garbage truck routes are longer; police patrols must cover wider areas; fire protection must be provided over a larger area; and the list of uneconomies mounts up. A scattered pattern of development is plainly too expensive.

What about urban families who live in areas of scattered development? They will find that they are probably not conveniently located near an elementary school for their children. And no elementary school is going to be built until there are sufficient pupils within a limited service area to be economical and practical (which may be a long time off). They find the same true for other community facilities, such as neighborhood recreation centers for organized activities. It may be years before their neighborhood is annexed and they are provided with a full range of modern and efficient municipal services.

A scattered pattern of development opposes the very purpose of urban living: to bring people together in working and living so they can enjoy the maximum efficiency of community facilities and so they can use to the maximum the many enterprises and activities that an urban area has to offer.

If this type of development is so uneconomical, why has it occurred in the Fayetteville area? The topography of the planning area is generally ideal for development. It is gently rolling or relatively flat; there are no significant barriers to westward development within the planning area; and swampy areas occur mostly in strips along the stream courses.

No one group of businessmen, governmental officials, or others, is responsible for this situation. Nor is the problem limited to Fayetteville. Other urban areas are faced with similar development patterns. The Fayetteville area, however, probably faces a greater scatteration problem than most.

Reasons for scatteration of development lie in a combination of factors, each tending to scatter development in the fringe. Two of these contributing factors are inherent in the geographical location of this area. The Cape Fear River has formed a definite barrier to eastward development. The military bases to the northwest of Fayetteville have an effect much like the attractive power of a large magnet, and have tended to pull development to the west and north, leaving many undeveloped acres closer in.

Speculation has also made its contribution to the scattered pattern. Often the land that should be developed in order to achieve the maximum utilization of existing streets, sewers, water lines, fire stations, recreation centers, and the like, is held out of development for tomorrow's asking price. Consequently, this land is bypassed in favor of land further out where the asking price is less.

Jumbled ownership patterns have contributed to scatteration. The trend in mass residential development requires the assembling of large tracts of land for residential development. Finding tracts of the desired size which are readily available for development is often a knotty problem. It is a time-consuming and expensive task to trace the jumbled and unclear ownership patterns of some otherwise developable land. This strongly encourages developers to by-pass these areas in favor of more readily accessible tracts further out.

The automobile has made its contribution to scatteration. Almost everyone now has access to an automobile, and urban development is no longer limited to areas served with some type of transit facilities.

The undesirable character of slums and other pockets of similarly undesirable development also favors scatteration. These undesirable pockets of development, often quite scattered within themselves, have the effect of retarding the "filling in" of vacant areas adjacent to them.

The end effect of all these contributing factors, and perhaps others, is a scattered pattern of development. It is far less efficient and economical than would be the case if it were more compact and contiguous.

Faced with rapid growth and fractionalized patterns of development, municipal governments throughout the country are finding themselves faced with financial burdens. As Fayetteville annexes its scattered fringe, its purse strings will be stretched further and further. On the other hand, the City should not completely refuse to annex these areas due to the expense, because experience throughout the country proves that this leads to fractionalized governments which are themselves uneconomical and inefficient. The answer lies in bringing all our forces together, both private and public, to meet this problem. Governmental policies and programs should be designed to encourage a more compact pattern of land development. Taxation, zoning, subdivision regulations, water and sewer

policies, and annexation policies are a few of the public measures which, when properly designed, can help deter scatteration.

### Strip Commercial Development

Another land use feature in and around Fayetteville that merits special discussion is strip commercial development. The major roads forming the spines of our fan-shaped development pattern have attracted a considerable amount of this type of development. Since the major roads do carry so many potential customers, outlying commercial areas have tended to develop in ribbons, stretching for long distances on both sides of major roads. Some types of businesses, such as auto sales, auto repair shops, drive-ins, and the like, require this kind of development. A choice of locations in such areas is a necessity in a community. However, if they are not properly planned, or if they scatter themselves along entire lengths of major thoroughfares with insufficient setbacks, strip commercial development generally leads to many effects that are detrimental to the public interest, and often detrimental to the businesses themselves.

For example: the major thoroughfares were designed to carry a certain capacity. As scattered commercial establishments are built lining the roadside for extended distances, much additional traffic is generated at frequent intervals. Vehicular traffic consequently must enter and leave streams of major on-coming traffic at close intervals, creating traffic friction and slowing down the rate of traffic flow. The result is that the capacity for which the thoroughfare was designed cannot be maintained.

This traffic condition is also hazardous. There are some parking lots in front of businesses that require drivers to back out into lanes of major on-coming traffic in order to exit the parking lot. Drivers in the traffic stream must constantly divert their attention from the main road to the roadside as they watch for vehicles entering and leaving the highway at close intervals. Their attention is continually diverted from the main road to advertising displays conceived to accomplish just that. The accident record of such conditions speaks for itself. In some cases these conditions may become so hazardous that many citizens do not use them unless absolutely necessary.

Retail businesses are affected in several adverse ways by being located in these areas. Their patrons find it inconvenient to drive along long stretches of hazardous roadway to find the businesses. This situation discourages comparison shopping. If instead of being scattered along in ribbons, establishments were clustered in a more compact, planned and unified fashion, the businesses would benefit from easier comparison shopping; they would benefit from their mutual

customer attractive powers; and they would receive the benefits of safe, combined, unified, and convenient parking facilities.

Strip commercial development has also added to the scatteration problem of the urban area. Their presence is not conducive to residential development behind them. Many closer-in, available, and attractive tracts in the Fayetteville area have not been developed probably due to no other reason than this. This is a loss not only to the public in general, but to the owners of these properties.

The unplanned, haphazard strip development of thoroughfares is a waste. The accidents it contributes to are a waste. Land is wasted since strip development occurs characteristically in rather shallow depths using only a portion of a site. It is costly in terms of the provision of services (such as police protection, utilities, power, and the like) since development is spread out over so much area. And finally, it is plainly unattractive with its clutter of signs, disorderly siting of buildings, and vacant, unkept lots.

The City's goal with respect to commercial development would thus seem to be to encourage compact development of commercial areas, and insure that there is adequate space for proper site development including the adequate and safe storage of vehicles.

#### Mixed Land Uses

Further examination of the land use pattern in the Fayetteville area reveals another characteristic which often has undesirable implications. And that is mixed land use. What effect does mixed land use have on the people who live and work in these areas? This question is perhaps best answered by examining the activities that are carried on within various types of land use. Our living, or residential areas, for example, we expect to be safe, quiet, and peaceful. Commercial development brings with it the hustle and bustle of people and traffic going and coming. Clearly the indiscriminate mixing of these activities will result in confusion--neither the residential nor the commercial activities can take place to its best advantage.

Much the same situation exists between industrial and residential development, although in recent years some types of industries, with their landscaped sites and quiet operations have become more desirable as residential neighbors. More often than not, the problem has become one of preventing the best industrial sites in a community from being used for other types of development.

The most distressing point about areas of incompatibly mixed land use is that their development usually stagnates long before full development is reached,

and they begin to deteriorate. Detailed examination of the existing land use map shows this to be true.

Plate 9 shows street frontages where mixed land uses occurred within the planning area in 1960. Of course, not all these areas are necessarily incompatible. In many cases, the small shop, corner grocery store, or well-planned and attractive industrial plant may actually benefit the neighborhood more than detract from it. The fact remains, however, that such cases of compatibility among mixed land uses are the exceptions, not the rule.

The dark areas on Plate 9 show where commercial or industrial uses are located within 600 feet, on the same street and in the same block as residential uses. A standard 200-foot frontage was used throughout the map. Although these areas are not equal in their degree of incompatibility, they do show that mixed land use occurs quite frequently in the Fayetteville planning area.

#### Impact on the Central Business District

The central business district is the core of the Fayetteville area's commercial, governmental, professional, financial, and cultural activities. Its value to the community as a historic and symbolic center is immeasurable. It is also a vitally important tax base for the community. It should therefore be one of the community's goals to maintain the continued dominance of the central business district as the healthy core of the Fayetteville urban area. Many communities have discovered, all too late, the consequences of failing to develop the strength and vitality of their downtown areas. They found that the cores of their communities have degenerated into obsolescent, empty, tax-delinquent areas which present social and economic problems many times greater than those of maintaining and furthering the dominance of a once-vital central business district.

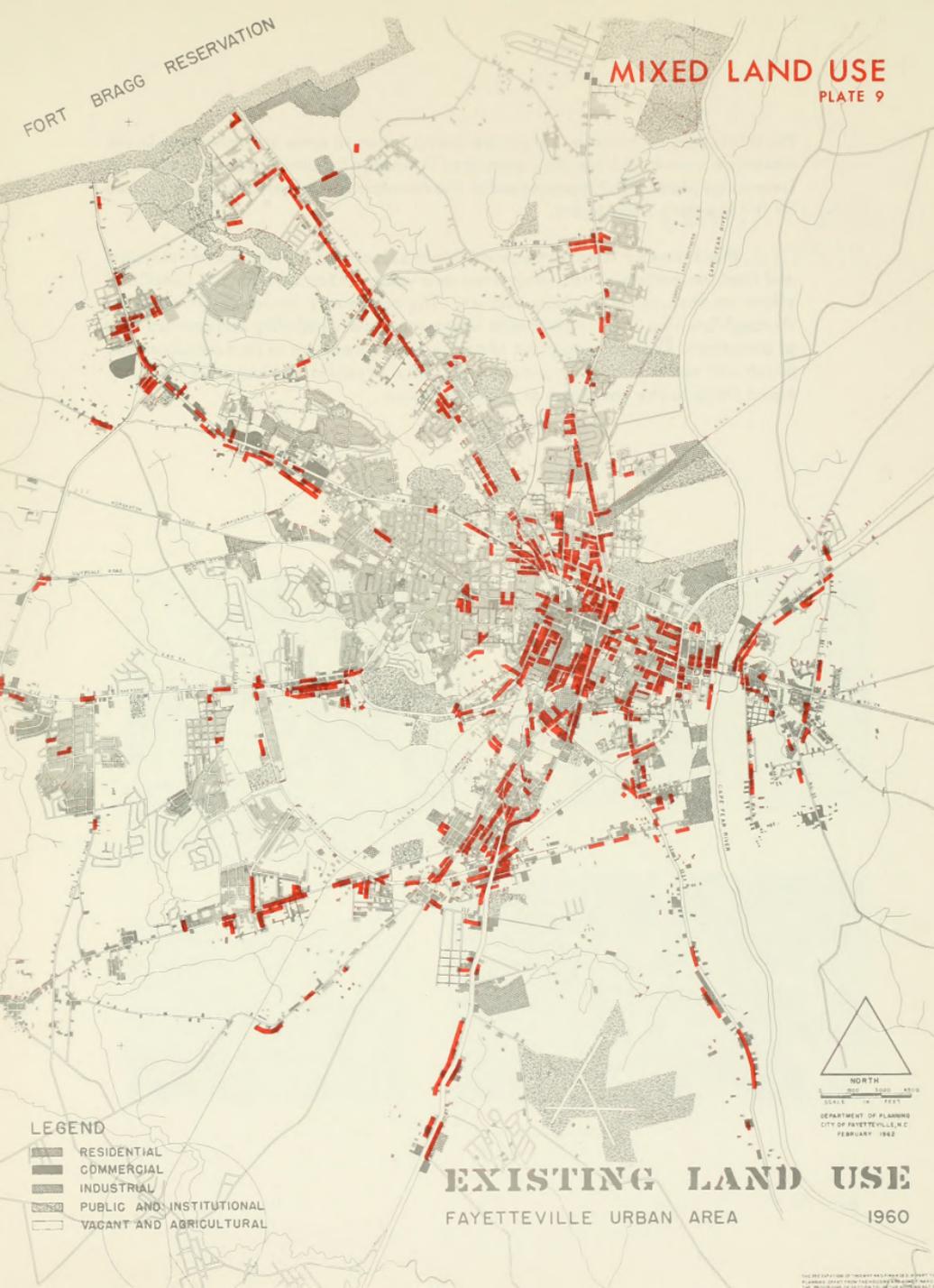
The emerging development pattern of the Fayetteville area has some important implications for the central business district. As residential development pushes further westward and northward, our central business district is becoming less centrally located in relation to the population. Trips to downtown become longer due to this fan-shaped pattern, and are made even longer due to the scattered nature of the pattern of development. The friction caused by strip commercial development along many of the major streets leading to downtown also adds to travel time. The result is that the central business district is losing its long-held strategic advantage of central location in the urban area.

The continued dominance of a healthy central business district depends on developments that take place both in the downtown area itself, and throughout

FORT BRAGG RESERVATION

# MIXED LAND USE

PLATE 9



## LEGEND

-  RESIDENTIAL
-  COMMERCIAL
-  INDUSTRIAL
-  PUBLIC AND INSTITUTIONAL
-  VACANT AND AGRICULTURAL

# EXISTING LAND USE

FAYETTEVILLE URBAN AREA

1960



SCALE 1" = 100'

DEPARTMENT OF PLANNING

CITY OF FAYETTEVILLE, N.C.

FEBRUARY 1962

THIS MAP IS ONE OF A SERIES OF MAPS OF THE URBAN AREA OF FAYETTEVILLE, N.C., PREPARED BY THE DEPARTMENT OF PLANNING, CITY OF FAYETTEVILLE, N.C., UNDER THE GUIDANCE OF THE FEDERAL BUREAU OF SURVEYING, U.S. DEPARTMENT OF THE INTERIOR.

the urban area as a whole. Steps are being taken to make improvements in the downtown area by the recently organized Downtown Fayetteville Association. A long-range plan for the improvement of the downtown area is also being developed by the Planning Department.

There are also improvements which can be made in the transportation system and land use pattern of the urban area as a whole which will have a beneficial effect on the central business district. The continuous implementation of the thoroughfare plan is one step toward improving the accessibility and convenience of downtown. The encouragement of a more compact pattern of land development, which will result in more economical provision of public services, will also keep travel times to the downtown area to a minimum.

PART FOUR

# LAND USE ANALYSIS





## LAND USE ANALYSIS

By 1960 the total amount of developed land in the planning area had climbed to 12,300 acres or more than 19 square miles. This amount of development supported 78,006 persons who resided in the planning area in 1960. The land use survey provided a great deal of information on how this land was distributed among the various land uses. The purpose of this part of the report is to present the statistical findings of the land use survey and 1960 Census of Housing as they relate to land use in the Fayetteville area. These findings will provide an important tool for long-range planning for the Fayetteville urban area. Tables with detailed data tabulations are included in the Appendix.

### The Planning Area

The 1960 land use survey covered all the land inside the boundaries of the Fayetteville planning area as designated by the Planning Department. (See Plate 10.) The planning area covers an area of about 69 square miles, representing one-tenth of the land area of Cumberland County. This area was selected because it includes the land in and around the urban area of Fayetteville where most of the urban development is likely to take place in the immediate future.

The planning area has been divided into forty-one planning districts for analysis. These divisions allow the land use situation to be studied in greater depth. Localized land use studies help determine the amount of land available for urban development in various parts of the planning area. The amount of future probable development and future service demands on public facilities can then be estimated with greater confidence.

Boundaries of these planning districts were selected with particular attention given to the pattern of land use, major thoroughfares, natural barriers to development, ethnic composition of residents, housing characteristics, existing municipal boundary, and other similar features. Particular attention was also given to boundaries used by the Census Bureau in 1960, and to the neighborhood boundaries selected by the Planning Department for use in its report, Neighborhood Analysis.<sup>1</sup>

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<sup>1</sup>Planning Department, Neighborhood Analysis, January, 1963.

TABLE 3  
PLANNING DISTRICTS

CITY		FRINGE	
Planning District	1960 Population	Planning District	1960 Population
1 Tokay	1,545	21 Law Road-Methodist College	371
2 Rosehill Road	1,048	22 McArthur Road	722
3 Ramsey Street	2,256	23 Plantation Road	363
4 Cumberland Street	2,476	24 <sup>a</sup> Fayetteville North	3,071
5 Murchison Road	1,971	25 Shaw Heights	2,603
6 Seabrook Road	2,258	26 <sup>b</sup> Kornbow-Bonnie Doone	2,843
7 Council Heights	1,581	27 <sup>b</sup> Bonnie Doone	1,638
8 Cumberland Heights	1,395	28 Bragg Boulevard	818
9 Eutaw	2,387	29 Morganton Road	479
10 Fort Bragg Road	4,292	30 McPherson	186
11 Devane Street	2,938	31 Montclair	307
12 VanStory Hills	1,552	32 <sup>c</sup> Wellmar-Evergreen	2,304
13 Owen Drive	700	33 <sup>c</sup> LaFayette Village	3,453
14 Haymount	2,738	34 Cumberland Road	2,217
15 Blount Street	3,223	35 Village Drive	1,536
16 Massey Hill	2,810	36 <sup>d</sup> South Fayetteville	3,411
17 Southeast Fayetteville	5,049	37 301 South	765
18 Cool Spring Street	2,091	38 Elizabethtown Road	522
19 Campbellton	3,255	39 <sup>e</sup> East Fayetteville	2,797
20 Dunn Road	607	40 Milan Yard	494
CBD Central Business District	934		
Total for City:	47,106	Total for Fringe:	30,900
TOTAL POPULATION OF PLANNING AREA:			78,006

Census designation for fringe areas:

<sup>a</sup>Fayetteville North is district 24.

<sup>b</sup>Bonnie Doone includes districts 26 and 27.

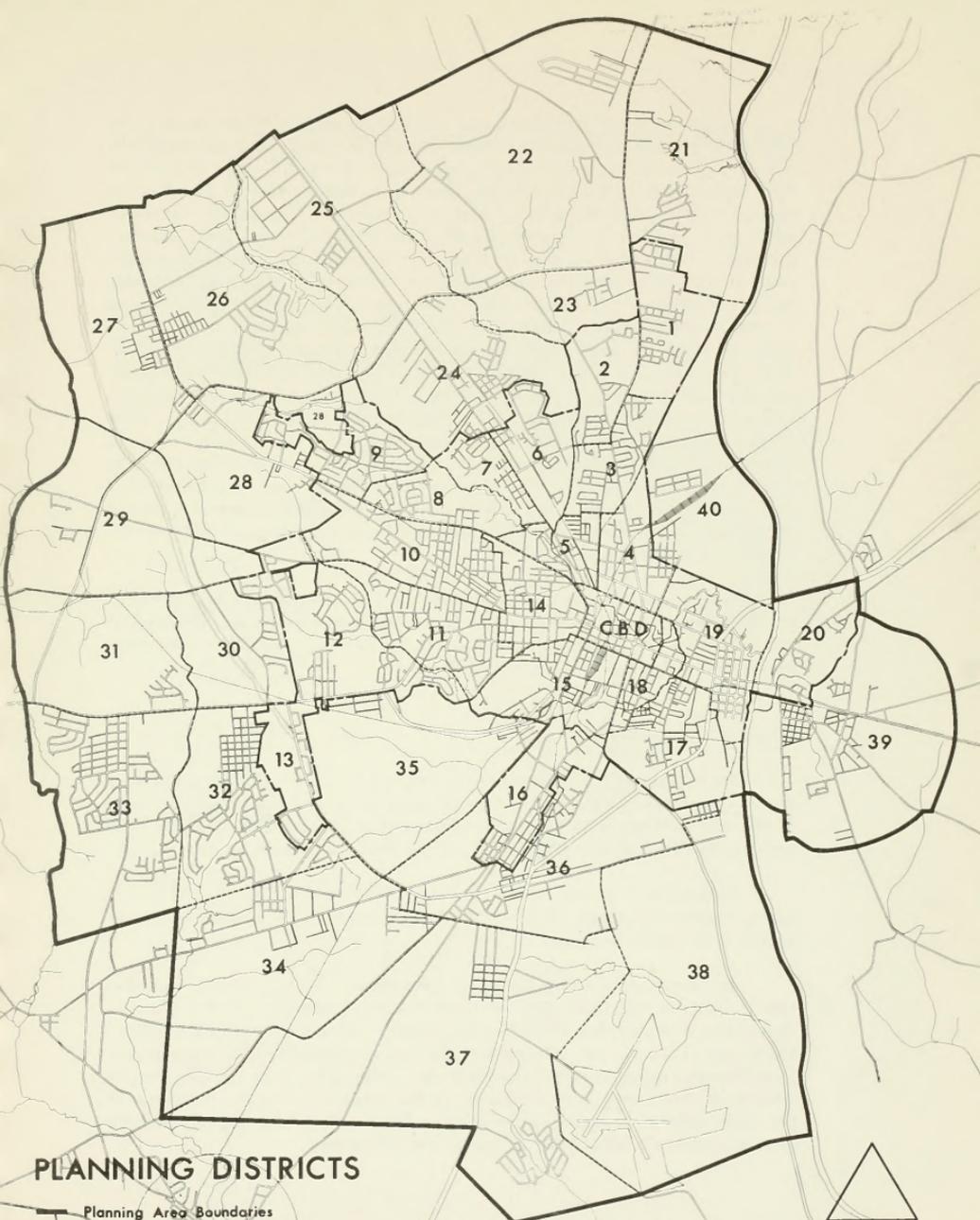
<sup>c</sup>Owens includes most of districts 32 and 33.

<sup>d</sup>South Fayetteville is district 36.

<sup>e</sup>East Fayetteville is district 39.

Source: U. S. Bureau of the Census.

Note: This table supercedes Table A-1 in Population, published in January, 1963, by the Planning Department.



# PLANNING DISTRICTS

- Planning Area Boundaries
- - - 1960 City Limits
- Planning District Boundaries



In recognition of the existing municipal boundary, the distinction was made between city and fringe in reporting the data. It is obvious, however, even from a cursory glance at the land use map, that the growth and influence of Fayetteville do not stop at the city limits. The urban development of Fayetteville extends well beyond any existing corporate boundary. Throughout the entire urban area, people are very much a part of the lifeblood of the City, whether they are residents of the City or its fringe. For those living in the fringe, a large share of their daily activities takes place within the City: shopping, working, taking advantage of the widest variety of services offered in this region, using the many commercial and public recreation facilities, and so on. The City is important to all residents of the urban area. But so also is the fringe important to all residents. The fringe provides the City with many customers for its goods and services. Facilities in the fringe such as industries, recreation areas, educational institutions, and others, are important to the City. One aspect of the fringe which the City should be vitally concerned with is the character of urban development that is taking place in the fringe. At some future date the City will probably be faced with providing municipal services over a great part of its present fringe area. And the cost of providing these services depends largely on the character of development in the fringe that exists now as well as that which takes place in the future.

So although this report recognizes the distinction between city and fringe, it also recognizes, and emphasizes, the interdependent nature of the entire urban area. In community planning, the entire urban area must be considered the community; for in reality, it is the community.

### Extent of Development

The Fayetteville planning area covers 44,187 acres (69 square miles). Within the planning area are the City of Fayetteville (with 15 square miles in 1960), and its fringe (with 54 square miles). Living in the planning area in 1960 were 78,006 persons; the City had 47,106 residents and the fringe had 30,900.

The amount of developed land in the planning area as a whole was 12,300 acres, roughly one-fourth of the total. Three-fourths of the planning area was vacant or in agricultural use.

An overall view of the density of development can be gotten by relating land use data to population data in terms of developed acres per 100 persons. As might be expected, the fringe was developed at a lesser density than the City. There were 11.2 acres per 100 persons in the City, compared to 22.8 in the fringe. This difference reflects basically two factors: It reflects the large publicly-owned watersheds, the airport, and golf courses in the fringe; but it is also indicative of the lower residential density of the fringe. The density of development for the planning area as a whole was 15.8 acres per 100 persons.

# FIG. 1- EXTENT OF DEVELOPMENT 1960

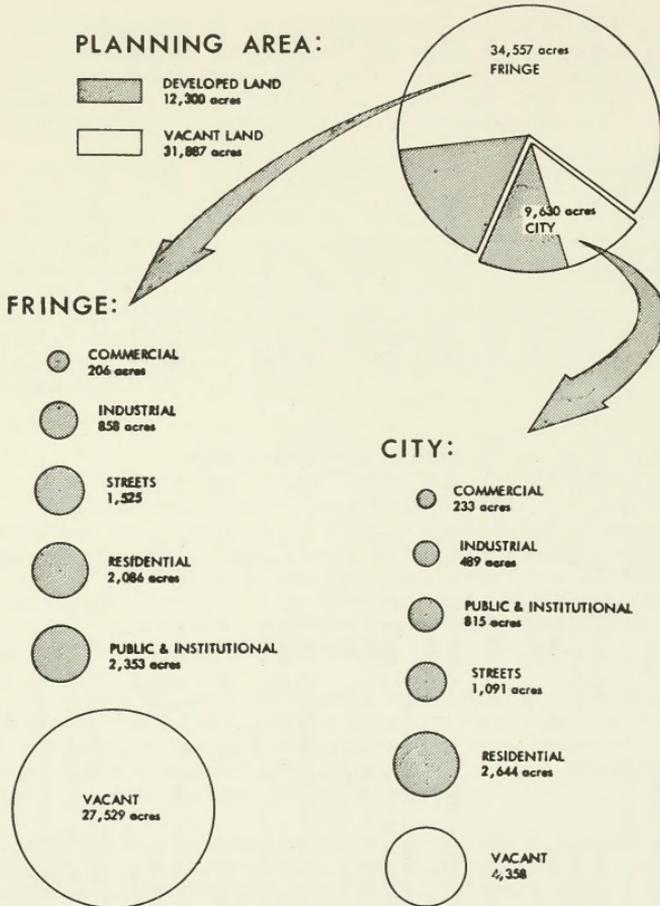


TABLE 4

1960 GENERALIZED LAND USE IN THE  
FAYETTEVILLE PLANNING AREA

Land Use Category	Planning Area			City			Fringe		
	Acres	Per Cent of T <sup>a</sup>	Per Cent of D <sup>b</sup>	Acres	Per Cent of T <sup>a</sup>	Per Cent of D <sup>b</sup>	Acres	Per Cent of T <sup>a</sup>	Per Cent of D <sup>b</sup>
RESIDENCE	(4,730.0)	(10.7)	(38.4)	(2,644.0)	(27.5)	(50.1)	(2,086.0)	(6.0)	(29.7)
Single-Family	4,302.1	9.7	35.0	2,398.6	24.9	45.5	1,903.5	5.5	27.1
Two-Family	163.9	.4	1.3	106.8	1.1	2.0	57.1	.2	.8
Multi-Family	264.0	.6	2.1	138.6	1.5	2.6	125.4	.3	1.8
COMMERCIAL	( 438.8)	( 1.0)	( 3.6)	( 232.6)	( 2.4)	( 4.4)	( 206.2)	( .6)	( 2.9)
INDUSTRIAL & RELATED	(1,347.9)	( 3.0)	(10.9)	( 489.3)	( 5.1)	( 9.3)	( 858.6)	(2.5)	(12.3)
Industrial	660.0	1.5	5.4	217.3	2.3	4.1	442.7	1.3	6.3
Transportation, Communication and Public Utilities	286.5	.6	2.3	119.9	1.2	2.3	166.6	.5	2.4
Railroad Right-of-Way	312.5	.7	2.5	81.5	.9	1.6	231.0	.6	3.3
Wholesale	88.9	.2	.7	70.6	.7	1.3	18.3	.1	.3
PUBLIC AND INSTITUTIONAL	(3,167.6)	( 7.2)	(25.8)	( 814.8)	( 8.4)	(15.5)	(2,352.8)	(6.8)	(33.4)
Public	2,209.7	5.0	18.0	687.7	7.1	13.1	1,522.0	4.4	21.6
Institutional	957.9	2.2	7.8	127.1	1.3	2.4	830.8	2.4	11.8
STREETS	(2,616.0)	( 5.9)	(21.3)	(1,091.4)	(11.3)	(20.7)	(1,524.6)	(4.4)	(21.7)
Total Developed Land	12,300.3	27.8	100.0	5,272.1	54.7	100.0	7,028.2	20.3	100.0
Vacant Land	31,886.5	72.2	---	4,357.9	45.3	---	27,528.6	79.7	---
Total Land	44,186.8	100.0	---	9,630.0	100.0	---	34,556.8	100.0	---

<sup>a</sup>Per Cent of total land in various uses.<sup>b</sup>Per Cent of developed land in various uses.

Source: Land-Use Survey: 1960.

The City had 5,272 acres of developed land, or 55 per cent of its total. Some 4,358 acres, or 45 per cent of the land area of the City, were vacant. This high percentage of vacant land within the City is indicative of the scattered development pattern which characterizes the Fayetteville urban area. The significance of this large percentage of vacant land is simply this: The City is responsible for providing municipal services over a total area which is nearly twice as large as the amount of land actually in urban use.

From here on, the emphasis is on developed land, not vacant land, and land use percentages are given in terms of per cent of developed land. Since corporate boundaries and the selection of planning area boundaries are admittedly somewhat arbitrary, land use analysis based on developed land is a truer indication of the distribution of development among the various uses of land.

The total 12,300 developed acres in the planning area were distributed among the major land use types as follows: 4,730 acres, or 38 per cent of all the developed land, were in residential use. This represented the largest single use of land. Next largest was public and institutional uses which occupied 3,168 acres, or 26 per cent of the developed land. Streets in the planning area occupied 2,616 acres for 21 per cent. Industrial and related uses covered 1,348 acres, or 11 per cent of the total. Land in commercial use was the smallest amount of any of the major types of land use with only 439 acres, or 4 per cent of all the developed land. Each one of these categories is treated in more detail in the following pages.

## RESIDENTIAL DEVELOPMENT

Areas for living occupied the largest percentage of the developed land in the planning area. Some 38 per cent of all the developed land was devoted to residential uses. In the fringe, where there are large amounts of public and institutional land, residential uses occupied only 29.7 per cent of the developed land. Inside the City, however, residential uses claimed 50.1 per cent. Of the total 4,730 acres of residential land in the planning area, 2,644 acres were inside the City and 2,086 acres were in the fringe.

In terms of the amount of residential land occupied by 100 persons, the City showed a higher density than the fringe. On the average, 6.8 acres of residential land were occupied by 100 persons in the fringe, while in the City the same number of persons occupied only 5.6 acres. For the planning area as a whole, 6.1 acres were occupied per 100 persons.

The land use survey divided residential uses into single-family, two-family, and multi-family categories. Because trailer courts usually show a relatively high density of development, they were tabulated in the multi-family category.

TABLE 5  
DENSITY OF DEVELOPMENT (ACRES PER 100 PERSONS),  
FAYETTEVILLE PLANNING AREA, 1960

Land Use	Planning Area (78,006)		City (47,106)		Fringe (30,900)	
	Acres	Density	Acres	Density	Acres	Density
Residential	4,730.0	6.1	2,644.0	5.6	2,086.0	6.8
Commercial	438.8	.6	232.6	.5	206.2	.7
Industrial	1,347.9	1.7	489.3	1.1	858.6	2.8
Public & Institutional	3,167.6	3.4	814.8	2.3	2,352.8	4.9
Streets	2,616.0	4.0	1,091.4	1.7	1,524.6	7.6
Total	12,300.3	15.8	5,272.1	11.2	7,028.2	22.8

Source: 1960 Land Use Survey; U. S. Census of Population: 1960.

TABLE 6  
RESIDENTIAL LAND BY TYPE OF HOUSING UNIT,  
FAYETTEVILLE PLANNING AREA, 1960

Housing Units	Planning Area		City		Fringe	
	Acres	%	Acres	%	Acres	%
Single-Family	4,302.1	90.9	2,398.6	90.7	1,903.5	91.3
Two-Family	163.9	3.5	106.8	4.0	57.1	2.7
Multi-Family	264.0	5.6	138.6	5.3	125.4	6.0
Permanent	(156.0)	(3.3)	(132.2)	(5.0)	(23.8)	(1.1)
Trailer Court	(108.0)	(2.3)	(6.4)	(.3)	(101.6)	(4.9)
Total	4,730.0	100.0	2,644.0	100.0	2,086.0	100.0

Source: 1960 Land Use Survey.

TABLE 7  
HOUSING UNITS BY TYPE OF UNIT,  
FAYETTEVILLE PLANNING AREA, 1960

Housing Units	Planning Area		City		Fringe	
	h.u.'s	%	h.u.'s	%	h.u.'s	%
Single-Family	17,307	79.3	10,391	79.3	6,916	79.4
Two-Family	1,756	8.1	1,134	8.7	622	7.2
Multi-Family	2,751	12.6	1,580	12.0	1,171	13.4
Permanent	(1,747)	(8.0)	(1,511)	(11.5)	(236)	(2.7)
Trailer Court	(1,004)	(4.6)	(69)	(.5)	(935)	(10.7)
Total	21,814	100.0	13,105	100.0	8,709	100.0

Source: 1960 Land Use Survey

The survey revealed 21,814 housing units in the planning area in 1960. The single-family category was, of course, most predominant with 17,307 housing units, or 79.3 per cent of the total. These single-family homes occupied 90.9 per cent of the residential land in the planning area. The survey also showed 1,756 units in the two-family category, and 2,751 units in the multi-family category (1,747 of these were permanent and 1,004 were in trailer courts).

Normally one might expect the fringe to have a greater proportion of its housing units devoted to single-family units than the city since more land is available in the fringe for tract development of single-family homes. This was not particularly true in the Fayetteville planning area. The City and the fringe had nearly identical percentages of their housing units in single family homes: 79.3 per cent for the City and 79.4 per cent for the fringe. Single family homes covered 90.7 per cent of the residential land area in the City and 91.3 per cent in the fringe.

The situation was much the same for two-family housing units. The City had 8.7 per cent of its stock in two-family units (a total of 1,134 units), and the fringe had 7.2 per cent in two-family units (a total of 622 units). Two-family units occupied 4.0 per cent of the residential land area in the City and 2.7 per cent in the fringe.

The big difference between the City and the fringe in the type of housing units provided was in the permanent multi-family and trailer court categories. Within the City 11.5 per cent all the housing units were devoted to permanent multi-family, compared to only 2.7 per cent in the fringe. The City's permanent multi-family units covered 5.0 per cent of the residential land, compared to 1.1 per cent for the fringe.

While the City had the largest proportion of permanent multi-family units, the fringe had by far the largest proportion of housing units in trailer courts. There were 935 units in trailer courts in the fringe, compared to only 69 units in the City. Trailer courts occupied 4.9 per cent of the residential land area in the fringe and only 0.3 per cent in the City.

It is astounding to note that the 1960 Census of Housing reported a total of 4,735 trailer housing units in all urban areas in North Carolina. The Fayetteville planning area, with a total of 1,004 trailer units, therefore claimed one out of every five trailer units in urban North Carolina. This fact means that particular attention should be given to mobile home subdivision designs on the part of public officials as well as the developers of these subdivisions.

## Housing Unit Density

The density of residential development, in terms of housing units per net acre, is an important consideration when assessing future land requirements for residential areas. It also indicates how crowded the residential land is by pointing out the prevailing lot sizes. (See Plate 11.)

As might be expected, the average density of residential development was higher in the City than in the fringe. (See Tables 5-6 in the Appendix.) The City showed an average density of 5.0 units per acre, compared to 4.2 for the fringe.

Residential densities in the City ranged from a high of 8.8 housing units per acre in the CBD and district #17 (Southeast Fayetteville), to a low of 2.7 units per acre in district #11 (Devane Street). In the fringe, densities ranged from 8.1 units per acre in district #27 (Bonnie Doone), to 1.8 units per acre in district #21 (Law Road--Methodist College). Generally the northernmost, southernmost, and western planning districts showed the lowest residential densities.

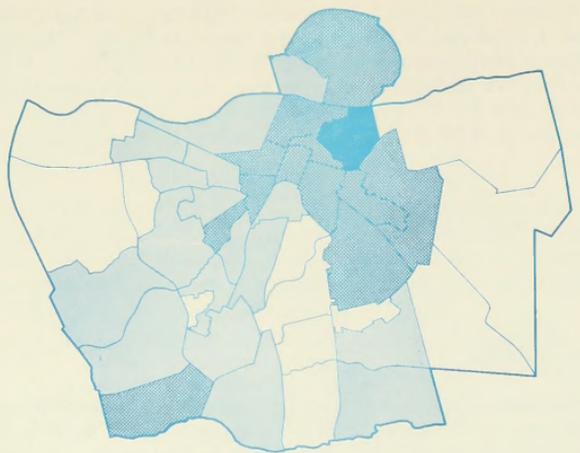
Single-family Density--This was the most predominant housing type in the planning area, and therefore its density roughly corresponded to the total density pattern. The City again showed a higher single-family density at 4.3 units per acre than the fringe with 3.6 units per acre. District #17 (Southeast Fayetteville) had the highest single-family density in the planning area with 7.6 units per acre. (The American Public Health Association has established 7.0 housing units per acre as the maximum recommended density for healthful living conditions in single-family areas.)

Two-family Density--This housing type occurred generally throughout the City, but particularly in districts #9 (Eutaw), #14 (Haymount), #18 (Cool Spring Street), and #10 (Fort Bragg Road). Average density for two-family homes in the City was 10.6 units per acre. Two-family units occurred in most fringe districts, although not as frequently as in the City. The average density in the fringe was 10.9 units per acre.

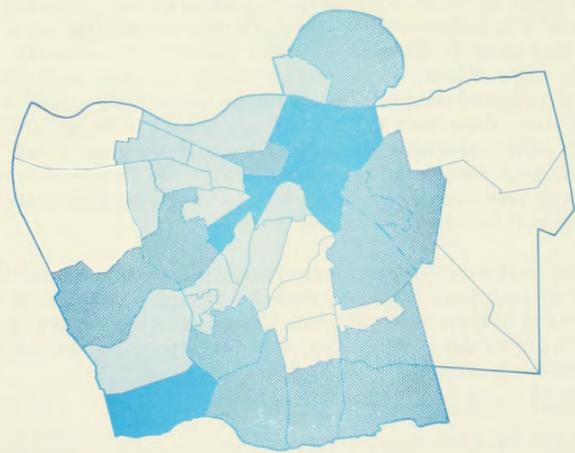
Permanent Multi-family Density--Districts where this housing type was most frequent were #17 (Southeast Fayetteville), #18 (Cool Spring Street), #19 (Campbellton), #7 (Council Heights), and #9 (Eutaw). Districts #10 (Fort Bragg Road) and #14 (Haymount) also contained many permanent multi-family units. Average density for this type of housing was 11.4 units per acre in the City and 9.9 units per acre in the fringe. The City, however, had over six times the number of permanent multi-family units in the fringe; only half of the districts in the fringe had any housing units of this type at all.

Trailer Court Density--Trailer Courts were far more prevalent in the fringe than in the City. Only three City districts contained trailer courts: #1 (Tokay),

PLATE 11 -- AVERAGE DENSITY OF RESIDENTIAL DEVELOPMENT



SINGLE-FAMILY HOUSING



HOUSING UNITS PER NET ACRE



ALL HOUSING

SOURCE: 1960 LAND USE SURVEY.

#10 (Fort Bragg Road), and #19 (Campbellton). These trailer courts occupied only 6.4 acres, or 0.3 per cent of the total residential land in the City. In the fringe, however, trailer courts occurred in 13 districts, covering a total of 101.6 acres, or 4.9 per cent of the residential land in the fringe. The greatest concentrations of trailer courts were in districts #24 (Fayetteville North), #25 (Shaw Heights), and #26 (Bonnie Doone). Together, these three districts accounted for 604 trailer units (or 60 per cent of all the trailer units in the planning area), covering a total of 69.8 acres (or 65 per cent of all the land devoted to trailer courts).

The average density of trailer courts in the City was 10.8 units per acre, compared to 9.2 units per acre in the fringe. It should be noted that these densities tend to be underestimated because they don't take into account offices, laundromats, and other facilities which might also be included in a trailer court.

### Housing Conditions

The Planning Department has recently made a detailed study of Fayetteville's neighborhoods in order to determine the extent of blight in the City. (Neighborhood Analysis, January, 1963.) This study, in addition to examining housing conditions, studied economic, environmental, and social problems associated with Fayetteville's neighborhoods. Its findings were clear: within the City there are blighted areas in which people are living in overcrowded, unhealthy, unsafe, and pathetic conditions. These areas, with all their economic, social and physical problems, are a drain on the entire community, as well as the residents of these neighborhoods.

Aside from the pathetic living conditions which slum-dwellers endure, blighted areas exert a very negative influence on future development. Developers have no desire to risk their investment by placing soundly conceived residential developments in the immediate vicinity of shabby and blighted areas; such areas tend to steer sound development in another direction. Consequently there is an economic waste of land. The vacant and junky "no-man's land" between slum and sound residential areas will largely remain vacant and unsightly. Even within blighted areas, there tends to be a high per centage of vacant land. A sparse, scattered pattern characterizes many of the blighted areas in and around the City. Although advantages of space, light, and air do accrue to residents of these areas, their scattered nature results in large amounts of vacant land with little potential for future sound development.

Two sources are used here in providing a general housing condition picture on an area-wide basis. Plate 12 shows the structural condition of housing as judged in the land-use survey of 1960. This judgment was based on very general external appraisal of the housing units. Each was judged to be "structurally sound," "major repairs needed," or "substandard."

FORT BRAGG RESERVATION

# CONDITION OF HOUSING

PLATE 12

 SUBSTANDARD  
 MAJOR REPAIRS NEEDED  
HOUSE, LAND OR BOTH

## LEGEND

 RESIDENTIAL  
 COMMERCIAL  
 INDUSTRIAL  
 PUBLIC AND INSTITUTIONAL  
 VACANT AND AGRICULTURAL



DEPARTMENT OF PLANNING  
CITY OF FAYETTEVILLE, N.C.  
FEBRUARY 1962

# EXISTING LAND USE

FAYETTEVILLE URBAN AREA

1960

The second source used was the U. S. Census of Housing: 1960. Table 8 summarizes the available data for the City and adjoining fringe areas. These data are based on an external and internal appraisal of housing units. The categories used by the census were "sound," "deteriorating," and "dilapidated." The census also reported information on the types of plumbing facilities available in individual housing units. (The Neighborhood Analysis presents a block-by-block analysis of housing conditions and inadequate plumbing facilities within the City.)

For a general summary of housing conditions on an area-wide basis, Table 8 shows housing conditions for the City and its five adjacent urban places in 1960. "Standard" housing, this day and age, is generally considered to consist of a structurally sound housing unit (either no defects or only slight defects which normally are corrected during the course of regular maintenance) with a private toilet, bathing facilities, and hot running water.

Using this definition for "standard housing," there were in 1960 some 6,199 substandard housing units within the urban area of Fayetteville; this figure represents about one-third (32.2 per cent) of all the housing units in the urban area.

There was not much difference between the City and fringe in the proportion of housing units that were substandard--33.2 per cent were substandard in the City and 29.4 per cent in the fringe. However, among local areas within the City there were very definite concentrations of substandard housing. (See Plate 12 and also the report, Neighborhood Analysis.) Within the fringe there were also concentrations of substandard housing; the proportion of housing units that were substandard varied from only 2.9 per cent in Owens, to a high of 62.5 per cent in East Fayetteville. These figures indicate that greater Fayetteville clearly faces a challenge: to stop the creation of new substandard housing, and to increase efforts to eliminate existing substandard conditions.

### Use of Septic Tanks

Urban development in the Fayetteville area has grown at an astounding rate over the last twenty years. Housing units built during the ten-year period 1950 to 1960 in the Fayetteville urban area, for example, accounted for 42 per cent of all the housing units in existence in 1960. The two most recent decades have seen Fayetteville in transition from the characteristics of a rather small rural-oriented town, to the more complex characteristics of a medium-sized city with all the attendant growing pains.

As urban development proceeds, sewage disposal methods become more and more critical. Within the Fayetteville planning area, the Fayetteville Public Works Commission provides sewer service to most of the homes in the City. Recent urban growth in the fringe, however, has exploded into areas that are not

yet contiguous to the City. Extension of sewer service to all areas of such an exploded growth pattern has not yet been feasible. Recently, however, the City has taken a long-range outlook on sewer service demands and planned the construction of primary interceptors in accordance with this future demand. But the present situation is that most of the new homes recently built in the fringe are provided with individual septic tanks.

The use of individual septic tanks for sewage disposal in concentrations of urban development is highly unsatisfactory. A septic tank on an isolated tract can operate quite well. However, when concentrations of development occur, the use of septic tanks poses problems. With more and more close-by development, a greater and greater quantity of waste water is deposited in the soil, and the ground becomes increasingly saturated. In certain combinations of soil quality, quantity of water used, and density of development, the soil can reach a point of saturation; the effluent from the septic tank will seep to the surface; wastes can back up into the plumbing system and prevent the flushing or draining of fixtures. Such conditions harbor the threat of communicable disease and present very real and distasteful odor problems. Their correction often involves considerable trouble and expense.

According to the U. S. Census of Housing: 1960, 66 per cent of all the housing units in the urban fringe around Fayetteville use septic tanks for sewage disposal. (See Table 9) In the area referred to as Owens (that area south of Roeford Road and west of the City limits), where the greatest concentration of new homes in the fringe is located (92 per cent of all the housing units in this area were built during 1950-1960) septic tanks are used by fully 98 per cent of all housing units. Only one per cent of the housing units in that area are provided with public sewer service.

Cumberland County health officers estimate that about 60 per cent of the septic tanks in one subdivision in the Owens area have already required some sort of corrective action.

There is no way to determine in advance of development which areas will accommodate septic tanks, even of low urban densities, with the assurance that soil conditions will remain satisfactory after the appearance of nearby development. The soil percolation test, adequate as it may be for an estimation of soil suitability under the conditions of weather and density of development prevalent at the time of the test, does not account for future increases in density of development or the results of years of saturation of the ground with large quantities of waste effluent.

TABLE 8

CONDITION OF HOUSING UNITS  
FAYETTEVILLE URBAN AREA, 1960

Condition	Urban Area		Urban N.C. %	City No.	City %	Fringe No.	Fringe %	Bonnie Doone		East Fayetteville No.	Fayetteville North		Owens		South Fayetteville		
	No.	%						No.	%		No.	%	No.	%	No.	%	No.
Sound	14,348	74.5	77.1	10,171	73.1	4,177	78.1	1,153	84.5	366	47.5	680	79.8	1,390	97.5	588	62.9
With Plumbing	(13,056)	(67.8)	(71.2)	(9,282)	(66.7)	(3,774)	(70.6)	(1,112)	(81.5)	(289)	(37.5)	(608)	(71.4)	(1,385)	(97.1)	(380)	(40.6)
Deteriorating	3,315	17.2	16.4	2,545	18.3	770	14.4	139	10.2	165	21.4	125	14.7	28	2.0	313	33.5
Disidentified	1,592	8.3	6.5	1,191	8.6	401	7.5	72	5.3	240	31.1	47	5.5	8	.5	34	3.6
Total	19,255	100.0	100.0	13,907	100.0	5,348	100.0	1,364	100.0	771	100.0	852	100.0	1,426	100.0	935	100.0

Source: U. S. Census of Housing: 1960.

TABLE 9

MEANS OF SEWAGE DISPOSAL FOR  
HOUSING UNITS, FAYETTEVILLE URBAN AREA, 1960

Sewage Disposal	Urban Area		City No.	City %	Fringe No.	Fringe %	Bonnie Doone		East Fayetteville No.	Fayetteville North		Owens		South Fayetteville		
	No.	%					No.	%		No.	%	No.	%	No.	%	No.
Public Sewer	12,606	65.4	11,657	83.8	949	17.7	768	56.3	14	1.8	94	11.0	16	1.1	57	6.1
Septic Tank or Cesspool	4,980	25.9	1,463	10.5	3,517	65.8	524	38.4	466	60.5	616	72.3	1,400	98.2	511	54.6
Other or None	1,669	8.7	787	5.7	882	16.5	72	5.3	291	37.7	142	16.7	10	.7	367	39.3
Total	19,255	100.0	13,907	100.0	5,348	100.0	1,364	100.0	771	100.0	852	100.0	1,426	100.0	935	100.0

Source: U. S. Census of Housing: 1960.

TABLE 10

SOURCE OF WATER FOR HOUSING UNITS,  
FAYETTEVILLE URBAN AREA, 1960

Source of Water	Urban Area No.	Urban Area %	City No.	City %	Fringe No.	Fringe %	Bonnie Doone No.	Bonnie Doone %	East Fayetteville No.	East Fayetteville %	Fayetteville North No.	Fayetteville North %	Owens No.	Owens %	South Fayetteville No.	South Fayetteville %
Public System or Private Company	15,868	82.4	13,127	94.4	2,741	51.3	874	64.1	289	37.5	236	27.7	1,020	71.5	322	34.4
Incl. individual Well	2,707	14.1	518	3.7	2,189	40.9	457	33.5	360	46.7	554	65.0	401	28.1	417	44.6
Other	680	3.5	262	1.9	418	7.8	33	2.4	122	15.8	62	7.3	5	.4	196	21.0
Total	19,255	100.0	13,907	100.0	5,348	100.0	1,364	100.0	771	100.0	852	100.0	1,426	100.0	935	100.0

Source: U. S. Census of Housing: 1960.

TABLE 11

STOCK OF HOUSING UNITS BY DATE OF  
CONSTRUCTION, FAYETTEVILLE URBAN AREA, 1960

Year Built	Urban Area No.	Urban Area %	Urban N.C. %	City* No.	City* %	Fringe* No.	Fringe* %	Bonnie Doone No.	Bonnie Doone %	East Fayetteville No.	East Fayetteville %	Fayetteville North No.	Fayetteville North %	Owens No.	Owens %	South Fayetteville No.	South Fayetteville %
1955-Mar, '60	3,835	19.9	14.3	1,840	13.2	1,995	37.3	494	36.2	96	12.5	320	37.6	878	61.6	207	22.1
1950-1954	4,161	21.6	15.7	2,767	19.9	1,394	26.1	446	32.7	164	21.3	195	22.9	433	30.3	156	16.7
1940-1949	5,165	26.8	19.7	4,017	28.9	1,148	21.4	267	19.6	240	31.1	255	29.9	95	6.7	291	31.1
1939 or earlier	6,094	31.7	50.3	5,283	38.0	811	15.2	157	11.5	271	35.1	82	9.6	20	1.4	281	30.1
Total	19,255	100.0	100.0	13,907	100.0	5,348	100.0	1,364	100.0	771	100.0	852	100.0	1,426	100.0	935	100.0

\*1960 City Limits

Source: U. S. Census of Housing: 1960.

At its best, the use of septic tanks requires a very low density of development. This in turn increases the direct costs of development as well as future indirect costs. Costs of road paving, water and power lines, transportation costs to and from work, bus transportation costs, the costs of garbage collection, fire protection, police protection, and the like--each tends to increase with extremely low densities of development. Septic tank development, then, is contradictory to an obvious goal of any urban area; to provide homes that are economical, healthful, and soundly developed for the protection of property values.

Clearly then, the Fayetteville community should support the development of the City's sanitary sewer interceptor system to serve these areas when they are annexed. In addition, the community should attempt to influence the timing and general location of urban development so that public sewer service can be gradually and economically extended to serve areas as they are developed.

#### Use of Individual Wells

Since many diseases are water borne, an adequate supply of safe and potable water, delivered under pressure, is absolutely essential for healthful housing. Ideally, every house should have a connection to a water supply operated under public supervision. The public water supply should definitely be used if it is available. Where this is not possible, other provisions must be made, such as the development of a community water supply or installation of individual wells. The possibility of contamination, especially if an individual well located on the same site as a cesspool or septic tank, is ever present. In a highly urbanized area, the use of individual wells is most undesirable.

The tremendously rapid and scattered growth of urban Fayetteville, as in the case of its outpacing the development of the City's sewer interceptor lines, has outpaced the development of the City's water mains to the extent that only 51.3 per cent of all the housing units in the fringe are connected to a public system or private company water system. (See Table 10) The other half either have individual wells or some other source of water.

Clearly then, as in the development of sewer interceptors, the entire Fayetteville community stands to benefit by encouraging the location and timing of urban development so that water connections can be made gradually and economically as the public system is extended into developing areas.

#### Age of Housing Units

One half of all the housing units existing in urban North Carolina in 1960 were built since 1939. (See Table 11.) In urban Fayetteville, however, development has been so rapid that nearly 70 per cent of all its housing units were

built since 1939. Fayetteville's urban fringe, the area of most rapid growth, had fully 85 per cent of its housing units built since 1939.

Even more astounding than the percentage built since 1939, is the percentage built during the decade of the 1950's. In these ten years, enough housing units were built to account for 41.7 per cent of urban Fayetteville's total housing supply in 1960. In comparison, urban North Carolina had 30.0 per cent of its 1960 housing supply built during the 50's.

The relative newness of urban Fayetteville's housing supply should be an indication that housing conditions might be more favorable in this area, since it has a smaller percentage of older units. As Table 8 shows, however, this is not the case. Where 71.2 per cent of urban North Carolina's housing supply were standard units (sound with adequate plumbing), 67.8 per cent of urban Fayetteville's units were standard.

One hopes that these figures do not indicate the creation of a substantial number of new substandard housing in recent years. Certainly they make it clear that the community should not be complacent merely because of the relative newness of its housing supply.

## COMMERCIAL DEVELOPMENT

Business uses occur in a wide variety of types, styles, locations, sizes, and services provided to the public. Modern urban development has, however, tended to group its business uses into rather distinct spatial arrangements within the urban area. Sometimes the edges of these areas are fuzzy, sometimes it's hard to classify a specific business into one functional area or another; but by and large, the following pattern of business areas emerges in one form or another within an urban area:

### Central Business District

The point has been made several times in this study that the CBD has a wide variety of functions--(not just retail sales). Unlike the shopping center, which by its very name implies a single function, the CBD performs many functions--it is a retail trade center of course; it provides a wide variety of services; it is the seat of governmental as well as private decision-makers; it symbolizes the community in the minds of persons all over the State and Nation; it offers a wealth of historical value--it does all this as well as being a retail trading center.

As far as business uses are concerned, the CBD is the heart of an urban area's commercial functions. Large merchandising firms have located in the CBD

to be in the most accessible position to its regional market, and to take advantage of the high volume of pedestrian traffic which only downtown can offer. The potential market of the downtown employees themselves is sizable. Small specialty shops have located downtown to tap this high volume of pedestrian traffic. Offices of legal, financial, governmental, real estate, and countless other service personnel have chosen downtown in order to be readily accessible to one another, and to facilitate the interchange of ideas; indeed, making downtown a "market-place of ideas." Business services also have located downtown to be near at hand to their customers.

In other words the CBD, or downtown, has the community's widest range of facilities and services, and the broadest presentation of merchandise for its regional market as well as its own local market, downtown itself. The many establishments downtown are highly interdependent on one another, and exist in a highly compact area, affording the maximum amount of social, business, and shopping contacts among the people of the region.

#### Other Region-Serving Business Areas

Other region-serving business areas generally fit in the category of extremely large shopping centers located to serve a vast tributary trade area sometimes 50,000 to 100,000 families. Generally these business areas offer a wide range of shop and store types, branch offices for business and financial services, eating and entertainment facilities, and the like.

These large region-servicing business areas do not generally occur except in large metropolitan areas with a wide expanse of development and a vast regional tributary trade area. What happens when such a development occurs in smaller areas, such as Fayetteville, is that it tends to replace many of the CBD's basic functions, beginning a downward spiral of the CBD into obsolescence, vacancy, and tax delinquency; and the whole community suffers. Preventing this condition requires the utmost wisdom and judgment of downtown leaders working with appropriate public agencies toward maintaining a strong and accessible downtown area where it is a pleasure to work and shop.

#### Community-Serving Business Areas

A step below the trade area of region-serving business areas are what may be called community-serving business areas. Generally the trade areas of community serving business areas include several neighborhoods, or a large section of the community. Usually a smaller range of store types are provided and retail sales is the predominant function. Most shopping centers would fit in this category.

## Neighborhood Shopping

The neighborhood shopping facility specializes in providing convenience goods such as drugs, groceries, gasoline and the like. It also offers a range of services such as barber shops, beauty shops, and automobile service stations. The neighborhood shopping facility usually has a localized tributary trade area.

## Highway Business Areas

Businesses which are highly oriented toward serving the motoring public generally fit in this category. The automobile, a relatively new innovation in the development of cities, has created new demands, new services, and consequently many new problems. Such businesses as auto sales, auto repair, motels, highway oriented restaurants, drive-ins of various sorts (such as theatres, hamburger stands, and the like)--each of these finds it necessary to locate adjacent to major highways preferably with high traffic volumes. Their specific location is often not as critical as simply being near high volume traffic.

A great deal of thinking needs to be done in the matter of articulating the designs of these areas, and giving proper consideration to factors such as highway safety, roadside beauty, and general harmony with adjoining uses--such considerations have often been completely neglected in the past.

The character of business land use distribution in the Fayetteville urban area follows somewhat in the above pattern. Fayetteville's CBD is at an accessible position at the core of the urban area, but not the geographic center. From this core, the major radial highways lead out of town and form our characteristic fan-shaped pattern of development. The radials carry the major amounts of through and intra-urban traffic. Rather than cluster at strategic access points along these highways, our outlying businesses have tended to develop in long ribbons along the roadsides. Notable among these is the outer reach of Bragg Boulevard. A similar trend is taking place along the Raeford Road beyond Highland Country Club.

Another significant concentration of highway-oriented businesses is taking place along U. S. 301. Motels, restaurants, and other facilities serving the interstate traffic along this major north-south highway are developing into a sizable tourist service area. This development is lending a new facet to the economy of the area.

In addition to these major locations, businesses are spotted in numerous local areas. Some of these, such as the Haymount business district, are relatively compact and offer a minimum amount of interference with adjoining residential uses. But there are numerous other areas, especially within the more blighted

alder sections of the City, where businesses have scattered themselves among residences, creating areas of incompatible neighbors. The blighting effect of these situations, most of which were created prior to the zoning ordinance, is one of the very things the ordinance was designed to prevent.

In preparing a land use plan for the future, careful consideration must be given to what spatial arrangement of businesses will be most beneficial to the businesses themselves, the surrounding uses, and the total efficiency and economy of the whole urban pattern. Then general policy decisions which contribute to such a desirable pattern must be made. General policies will not hamstring business development; on the contrary, general policies should be designed in such a manner that will maximize the advantages of commercial development, and minimize the disadvantages. General policies should be flexible enough to accommodate detailed business arrangements.

As to the actual extent of business land use in the Fayetteville area, the land use survey revealed that only 438.8 acres of land were used for business purposes; this included all business land in the entire 69-square-mile planning area. It may surprise many to learn that this represented only 3.6 per cent of the developed land in the planning area. Since about 80 per cent of our travel takes place along major streets in the urban area, where most of the business development has taken place, its extent seems much larger than it actually is.

Even within the city limits of Fayetteville, only 232.6 acres were developed for business purposes; this represented 4.4 per cent of all the developed land in the City. The greatest concentration in the City was, of course, in the central business district; yet, even there only 57.0 acres were devoted to business purposes. (Taken at face value, however, this figure might be misleading. Land devoted to parking for customers in the CBD, if it occurs on public rights-of-way or publicly-owned parking lots, was not tabulated as business land; shopping centers generally furnish sufficient land for off-street parking.)

In the fringe around the City, land devoted to business purposes used a total of 206.2 acres, or 2.9 per cent of its total developed land.

Fayetteville has become the dominant urban center in the coastal plain of North Carolina. Fayetteville's primary historical economic function has been to provide its trade area with the widest possible selection of goods and services. Although the largely agricultural character of Fayetteville's trade area has been supplemented by large military bases just six miles from the Market House, its primary economic function has remained. It still provides its trade area with the widest possible diversity of goods and services. The challenge that faces Fayetteville is to continue its leadership in retail sales; to continue to provide new goods

and new services; but to provide them in the most economical, the safest, the most convenient, and in the least deleterious manner to neighboring activities. Careful planning, cautious market analyses, and a sound generalized land-use plan are necessary to achieve this goal.

## INDUSTRIAL DEVELOPMENT

Industrial development is perhaps one of the most-discussed topics in Cumberland County, for it is the key to the door of greater economic stability and less dependence on the fortunes of Fort Bragg and Pope Air Force Base. The development of a sounder industrial base has become a first-order goal for this community.

One important means to help attain this goal is having available industrial sites that are well located with respect to transportation facilities such as major highways, rail spurs, riverfront, and air service. These sites should be protected from encroachment by other uses. The preparation of a generalized land use plan, designating general desirable areas for industrial development, is one of the means the community has at its disposal for helping its industrial development process.

The present pattern of industrial and related uses is shown on the land use map. The general category "industrial and related" includes the following types of land use: industrial; wholesale; transportation, communication and public utility; railroad rights-of-way. Together these uses occupied a total of 1,347.9 acres, or 10.9 per cent of the developed land within the planning area.

### Industrial Uses

Industrial uses in the planning area covered 660.0 acres, or 5.4 per cent of all the developed land. This total was divided between the City, with 217.3 acres, and the fringe, with 442.7 acres. (One note of caution in interpreting this figure: industrial uses in the land use survey, instead of being limited to manufacturing activities, included many industrial-type activities. For example: the large asphalt paving plants and their borrow pits were classified as industrial, but obviously do not represent areas of sizable manufacturing employment.)

The present pattern of industrial and related uses in the planning area is somewhat scattered and not clearly defined. An extractive industry, such as the asphalt plants and their borrow pits in the sandhills area off Murchison Road north of the City, must locate where their natural resource occurs. Other types of industry have located in relatively flat sites convenient to various transportation routes. The location of early roads and railroads leading into town, plus the fact

that the Cape Fear River has historically subjected its lowlands to the threat of flood damage, has largely been the determining factor in industrial location within the planning area. There is no clearly distinguishable industrial district. Instead, industries have situated themselves in a rather scattered fashion convenient to transportation routes. Most of the present industrial development is, however, located on the terraces of the River.

#### Other Industrial-type Uses

Wholesale uses occupied 88.9 acres of land in the planning area, or .7 per cent of the developed land. Most of this, 70.6 acres, fell within the City. The locational pattern of wholesale uses has been influenced by much the same factors that shaped the industrial pattern. The greatest concentration of wholesale uses, however, occurred on the second terrace of the River rather than the lower terrace.

Land used for transportation, communication, and public utility uses accounted for 286.5 acres, or 2.3 per cent of the developed land in the planning area. This does not include street rights-of-way, or railroad rights-of-way, which were tabulated separately. Rail marshaling yards were included in this category. Railroad rights-of-way, excluding the marshaling yards, and the rail lines within street rights-of-way, included 312.5 acres, or 2.5 per cent of the developed land in the planning area.

### PUBLIC AND INSTITUTIONAL DEVELOPMENT

Public and institutional uses occupied a total of 3,167.6 acres of land within the planning area or 25.8% of all the developed land. This category is second only to residential uses in the amount of land it occupies. The activities, services, and functions provided by these facilities are vitally important to the residents, not only of the planning area, but of the County and region as well.

Publicly-owned land in the planning area amounted to 2,209.7 acres. Much of this is included in the public watersheds north of the City and in Grannis Field. Other public uses included schools, cemeteries, parks, and the like. Institutional uses covered a total of 957.9 acres. Such facilities as churches, golf courses, Methodist College were included in this category.

PART FIVE

# DEVELOPMENT TRENDS



Expanding development, Foyetteville, N. C.



## DEVELOPMENT TRENDS

It has no doubt been apparent to residents of the Fayetteville area that most of the urban development in the past ten years has occurred in the fringe areas adjacent to the City. The rate of development in the Fayetteville planning area has been nothing short of astounding. Over the last ten-year period, the population of the planning area increased by about 29,000 persons; more new homes were built than in any previous ten-year period in our community's history; more land was developed for business purposes in this ten-year period than in the previous two centuries of our community's existence--all of this creating demands for public services at a scale unknown to this area in the past.

### Trends in Land Use

Comparison of the 1950 and 1960 land use maps in the previous section of this report shows the difference that ten years of growth has made on our community. For ease of comparison, Plate 13 was prepared. Here the differences between the 1950 and 1960 land use situations are emphasized. The grey areas show the extent of urban development in 1950, and the black areas indicate the additional land that was developed by 1960.

Note that growth has occurred generally throughout the entire planning area, both in vacant areas in the already built-up sections of the community and in fringe areas all around the City. Growth has been "filling in" vacant parcels in previously built-up sections; there has been a fairly large amount of growth occurring on single parcels in scattered locations; and there has been a tremendous amount of tract development where land is subdivided by developers and homes built in mass numbers.

The major part of the 1950-1960 growth has occurred in a westerly direction. Especially apparent is the amount of growth in the southwest corridor from Owen Drive between Raeford Road and Cumberland Road; and in the northwest corridor between Bragg Boulevard and Murchison Road. The top ten planning districts, in order to the amount of residential growth in the last ten years, are listed in Table 12.

TABLE 12

TOP TEN PLANNING DISTRICTS, IN RANK ORDER  
OF GROWTH IN RESIDENTIAL AREA, 1950-1960,  
AND SUBDIVISION ACTIVITY, 1958-1962

Rank	Residential Growth 1950-1960		Subdivision Activity 1958-1962*	
	Planning District		Planning District	
1	33	Lafayette Village	32	Wellmar-Evergreen
2	9	Eutaw	22	McArthur Road
3	32	Wellmar-Evergreen	33	Lafayette Village
4	26	Kornbow-Bonnie Doone	24	Fayetteville North
5	34	Cumberland Road	34	Cumberland Road
6	12	VanStory Hills	35	Village Drive
7	24	Fayetteville North	12	VanStory Hills
8	25	Shaw Heights	9	Eutaw
9	11	Devane Street	31	Montclair
10	1	Tokay	13	Owen Drive

\*1958 to October, 1962.

Source: Tables A5, A6 and A8; plus A1 and A2.

TABLE 13

COMPARISON OF 1950 AND 1960 DENSITY OF  
DEVELOPMENT (ACRES PER 100 PERSONS)

Land Use	1950		1960	
	(49,000 persons)		(78,006 persons)	
	Acres	Density	Acres	Density
Residential	2,664.8	5.4	4,730.0	6.1
Commercial	192.9	.4	438.8	.6
Industrial	873.2	1.9	1,347.9	1.7
Public and Institutional	2,244.6	4.7	3,167.6	4.0

Source: 1950 and 1960 Land Use Surveys; U. S. Census of Population;  
Aerial Photographs



**LEGEND**

-  URBAN DEVELOPMENT, 1950
-  URBAN GROWTH DURING THE TEN-YEAR PERIOD 1950-1960



**URBAN GROWTH: 1950 - 1960**  
FAYETTEVILLE PLANNING AREA

TABLE 14

COMPARISON OF 1950 AND 1960 LAND USE,  
FAYETTEVILLE PLANNING AREA

Land Use	Planning Area			City*			Fringe*		
	1950 Acres	1960 Acres	% Inc.	1950 Acres	1960 Acres	% Inc.	1950 Acres	1960 Acres	% Inc.
Residential	2,664.8	4,730.0	77.4	1,887.5	2,644.0	40.1	777.3	2,086.0	168.9
Commercial	192.9	438.8	127.5	120.1	232.6	93.7	72.8	206.2	183.2
Industrial	873.2	1,347.9	54.4	466.1	489.3	5.0	407.1	858.6	110.9
Public and Institutional	2,344.6	3,167.6	35.1	679.9	814.8	12.0	1,664.7	2,352.8	41.3
Total	6,075.5	9,684.3	59.4	3,153.6	4,180.7	32.6	2,921.9	5,503.6	88.4

\*1960 City Limits

Source: 1950 and 1960 Land Use Surveys and Aerial Photographs.

Land used for residential, business, industrial, and public and institutional uses in the planning area increased by roughly 3,700 acres--nearly six square miles of growth. This growth supported a population increase of 59 per cent--from about 49,000 in 1950 to 78,006 in 1960.

Over three square miles of additional residential land was developed--an increase of 77 per cent. This additional development has taken place generally at a lower density than the existing residential areas. Whereas in 1950, some 5.4 acres of residential land was used per 100 persons, by 1960 the residential density had changed to 6.1 acres per 100 persons.

During this ten-year period businesses more than doubled the amount of land they occupied. (They increased by about 246 acres for a 128 per cent increase.) There has also been a more "expansive" trend in business development. In 1950 some .4 acres of ground were used per 100 persons in the planning area, and by 1960 the density had changed to .6 acres per 100 persons. This of course reflects the larger amounts of business-used land now being devoted to floor space and parking requirements.

Industrial and related uses occupied 54 per cent more land in 1960 than in 1950. This increase, however, might be misleading if applied to employment. Much of it represents increases in industries with low employment densities such as the large "borrow pits" on the Fort Bragg border near Shaw Heights. These are shown as gains in industrially-used land, but obviously do not represent sizable employment gains.

Public and institutional uses increased the land they occupied by 35 per cent, much of which was the development of Methodist College.

### City and Fringe Compared

By comparing the growth in the City with that in the fringe, the rapid development of the fringe becomes all the more apparent. Using the 1960 city limits to separate the City from the fringe, it was found that land devoted to these uses nearly doubled in the fringe (an increase of 88 per cent), and gained about one-third in the City (a 33 per cent increase). This fact reflects both the greater availability of land for development in the fringe as well as other influences on development mentioned earlier in the study.

For each type of land use--residential, business, industrial and related, public and institutional--the amount of land increased faster in the fringe than in the City. In the area contained by the 1960 city limits, residentially-used land increased by 40 per cent, compared to 169 per cent for the fringe outside the city limits. Business uses in the City nearly doubled the amount of land they

used (an increase of 94 per cent); however, the fringe showed an increase of 183 per cent in land used for business. Industrial and related uses gained 5 per cent in the City, compared to 111 per cent in the fringe. And similarly, public and institutional uses in the City increased the land they occupied by 12 per cent, compared to 41 per cent in the fringe.

### Subdivision Activity

Subdivision activity is yet another indicator of the direction and tempo of growth. Plate 14 graphically shows the subdivision activity of recent years. The planning area is divided into planning districts, and the number of lots recorded with the Register of Deeds, Cumberland County, are represented by bars for the years 1958, 1959, 1960, 1961, and for January through October, 1962.

Subdivision activity for this period has for the most part followed the same general pattern as land use gains over the last ten years. The area south of Raeford Road and west of Owen Drive has shown the most intense activity. Another area of considerable activity is north of the City in planning districts #22 (McArthur Road) and #24 (Fayetteville North). Table 12, in addition to showing the top ten planning districts in residential growth, also shows the top ten districts in subdivision activity.

TABLE 15  
NUMBER OF LOTS RECORDED IN THE  
FAYETTEVILLE PLANNING AREA, 1958-1962

Year	Planning Area	City*	Fringe*
1958	848	112	736
1959	1,249	447	802
1960	1,166	99	1,067
1961	1,697	395	1,302
1962**	746	45	701
Total	5,706	1,098	4,608

\*1960 City Limits.

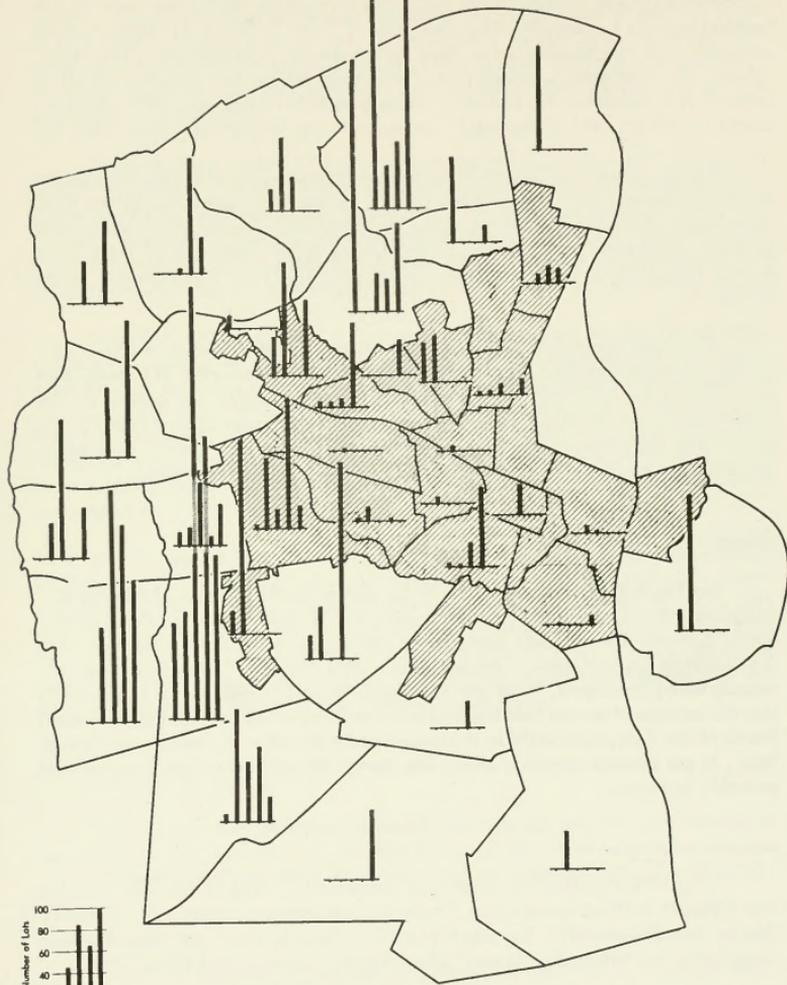
\*\*January-October, 1962.

Source: Registry of Deeds, Cumberland County.

# SUBDIVISION ACTIVITY

By Planning Districts

PLATE 14



 City Limits 1960  
 • January - October 1962

Source: Registry of Deeds, Cumberland County

## Residential Construction

Trends in residential construction obviously will correspond to the previous indicators of growth. According to the Census of Housing: 1960 there were 19,255 housing units in the Fayetteville urban area.<sup>1</sup> Some 7,996 of this number, or 42 per cent of all the housing units, were built between 1950 and 1960. This figure reflects the tremendous growth rate of this area during that decade. In all of urban North Carolina, for example, housing units built between 1950 and 1960 comprised 30 per cent of the total, compared to our 42 per cent. (See Table 11)

Comparison of the City with the urban fringe reveals yet another indication of the extremely rapid growth of the fringe. In the area delineated by the 1960 city limits, some 4,607 housing units, or 33 per cent of the total, were built between 1950 and 1960. In the urban fringe, 3,389 housing units were built during this period. These represent 63 per cent of all the housing units in the fringe.

The figure for individual places in the fringe again reflects primarily growth toward the west, but also heavily northward. For example: in Owens (that area outside the City south of Raeford Road), a whopping 92 per cent of all the housing units were built during this ten-year period. In contrast, East Fayetteville (that fringe area outside the City east of the River) had the lowest percentage yet even there, 34 per cent of the units were built during this period.

## Direction of Future Growth

On the basis of these trends and the vacant land that is available for development, it appears likely that future growth will continue toward the west and north. Growth will no doubt continue to take place in the already fast-growing area south of Raeford Road. Vacant land within district #35 (Village Drive) is already being developed. More and more activity will probably drift to the north into the corridor of vacant land that lies between Raeford Road and Bragg Boulevard. North of the City, especially in the large vacant sectors east and west of Raleigh Road, is yet another location where the tempo of residential development will probably increase.

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<sup>1</sup>The 1960 Fayetteville urban area includes the City of Fayetteville plus five adjacent built-up areas which the census designated as urban in 1960: Bonnie Doone, East Fayetteville, Fayetteville North, Owens, and South Fayetteville. These latter are referred to as the "urban fringe," as compared to the City.

## The Challenge of Growth

Development within our planning area is therefore continuing in its "centripetal" movement. Most of the new growth is occurring in the fringe; and much of this is taking place in areas not yet contiguous to the City. Fayetteville's urban area is most decidedly continuing its trend away from the characteristics of a small town to the more complex, more problematical characteristics of a medium-sized urban area.

There is every reason to believe that the planning area will double its present population during the coming twenty years.<sup>1</sup> The already overloaded public facilities, such as schools, and many of our thoroughfares, will face astounding increases in demand. Recreational facilities, libraries, water and sewer facilities, high-level fire protection, police protection--each of these will also face an extremely rapidly mounting demand for their services in the coming years.

The challenge of growth is how well we, the people of the Fayetteville community, handle the new demands and the new problems that will accompany a doubling of our population. One choice open to us is to ignore the challenge--let new growth occur helter-skelter without adequate provision for public services; let a presently inadequate street system buckle under the demands of the future; let homes for people be built to such poor housing standards as to assure their decline into slums; let our best industrial sites be developed into residential use; and so on.

Or, we can accept the challenge, anticipate the demands, and make a bid to shape our community into a more efficient, more healthful, and more pleasant place to live. Accepting the challenge, however, is by far the more difficult choice. It will involve working out new solutions for problems with which we can't cope under our present system. Most definitely, it will involve adopting a positive concern about our community, and adopting the philosophy that we can improve the way in which our community develops.

## The Challenge of Transition

No less than five planning districts in the City decreased in the amount of land devoted to residential use over the last ten-year period. The districts primarily formed the eastern portion of the City including the central business district.

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<sup>1</sup>Planning Department, Population, technical study No. 2, January 1963.

Thus new growth in the fringe is by no means the only change taking place. Another growth process, "transition," is taking place. It occurs in areas that are already built up. Structures are demolished and replaced with new ones; the use of property is changed, as for example from residential to business use. All of this is part of the dynamics of urban growth. New times, new demands, new standards--together they result in a physical change in the built-up areas of our community.

One challenge of transition is for physical change to reflect a higher, not lower, level of cultural expression. Advances in technology, construction materials, merchandising techniques, offer us a standard of living higher than ever known in the past. We are challenged to transmit to the future buildings, transportation systems, living and working areas in our community, public facilities and the like that reflect a high level of cultural expression. All too often, for example, obsolete and no longer useful buildings are replaced with structures that, although new, are no improvement to the urban scene.

Another angle of urban growth and change is the spread of blight. The Planning Department's report, Neighborhood Analysis, clearly pointed out many of the manifestations of neighborhood blight in Fayetteville. The study underscored the general impression that the eastern part of the City, those neighborhoods located primarily on the river terraces, are associated with the greatest problems of physical decay and social adjustment. Although blight in this portion of the City was most extensive, some elements of blight were found in all of Fayetteville's neighborhoods.

Another challenge of transition then is to recognize the dynamic processes of change in already built-up areas; and not only to set our sights on preventing the spread of blight, but on reversing it. Through a positive program of urban renewal, our community can mobilize its private and public resources in a comprehensive program toward the elimination of blight.

PART SIX  
LOOKING AHEAD





## LOOKING AHEAD

Future projects of the Planning Board and Planning Department are designed in keeping with the basic objective of Fayetteville's long-range planning program: to provide private individuals and public agencies with a sounder basis for making decisions concerning the location, timing, and character of future physical development within the planning area; and thereby guide the citizens of the community toward attaining a safer, more convenient, more efficient, and more attractive place to live.

### TECHNICAL STUDIES AND PLANS

#### Existing Conditions

This report is the fourth in a series of technical studies dealing with existing conditions in the Fayetteville area. This series of technical studies will form the foundation on which the Planning Board, with assistance from the Planning Department, will assess present conditions, estimate future needs, and then prepare plans for future growth.

The Economy of Fayetteville, N.C. was the first of these technical studies, published in 1960 by the Planning Department. That study, representing an analysis of general economic trends in Fayetteville and Cumberland County, provided a starting point for subsequent studies and lent a greater understanding to the characteristics of our economy. The extent and pattern of urban development in our planning area have been greatly influenced by local economic growth, and by economic activities elsewhere in the trade area, State, and Nation.

Technical Study Number 2, Population, is an analysis of the population of our urban area; it studies the various social and economic characteristics of our people, historical trends in population growth in this area, and then estimates the future population by using several methods of projection.

The third report, Neighborhood Analysis, studies in depth the residential neighborhoods of Fayetteville. Various housing, economic, social and environmental conditions existing in various neighborhoods are brought to light with

a series of maps and accompanying text and tables. That report is designed to pinpoint areas in the City which are most seriously "blighted."

The basic purpose of all these technical studies is to provide the needed foundation of knowledge about existing conditions in the Fayetteville area--socially, economically, and physically--in order that plans for the future will be more realistic, more practical, and more comprehensive.

### Plans

The Planning Board and Planning Department are scheduled to prepare a generalized land-use plan, which will be based on the findings of these studies plus estimates of the amount of land that will be required for the future growth of the area. This plan will show in generalized form how the various uses of land can be more efficiently, economically, conveniently, and desirably arranged.

A community facilities plan will also be prepared in collaboration with the concerned agencies for the development of facilities, primarily of a public nature, that are necessary for the safety, health and educational and recreational enrichment of the people of our community. Through the application of organized forethought to present and future needs, the community facilities plan will offer guidance and direction to the development of those facilities.

In recognition of the important role downtown plays in the overall vitality of our community, as well as the many functions and services which only downtown can provide, a central business district plan is currently being prepared in cooperation with the Downtown Fayetteville Association. This plan, when completed, will be designed to offer guidance and direction toward a more efficient, attractive, and convenient development of the downtown area.

### IMPLEMENTATION OF PLANS

The goals that will be expressed in these plans, admirable as they may be, will not be realized without adequate measures for implementing them. Both public and private agencies will be faced with a challenge to successfully implement the community's goals. On a private basis, individuals and investors make daily a countless number of decisions which affect the future pattern and character of our urban area. It is hoped that Fayetteville's long-range planning program will offer them a clearer understanding of existing conditions and goals for the future development of the community. Then perhaps their decisions will combine better their own best interests with the goals and objectives of the community.

## Capital Improvements Program

On a public basis, one of the important steps toward successful plan implementation is a long-range capital improvements program. In this manner, the systematic acquisition of needed public facilities will be more firmly assured. A capital improvements program is based on a long-range financial study, and prepared in conjunction with a program of operating and maintenance expenditures for public services, as well as a comprehensive revenue program. Needed public facilities are assigned priorities and scheduled on a detailed basis for the coming six-year period, and on a general basis for a longer period. Hopefully, a capital improvements program, together with a capital budget for the coming year, will be adopted as a matter of policy by the City Council. Only when capital expenditures can be adequately foreseen and programmed can the City expect the most systematic, comprehensive, and realistic expansion of its facilities.

## Zoning

Zoning is another very important measure that the City has at its disposal to help implement its long-range objectives. Our present zoning ordinance, originally established in 1951 and subsequently revised in 1961, has performed a valuable service to the City. It has helped assure that land uses within the City would be properly situated in relation to one another; it has helped assure that adequate space would be available for each type of development; that the density of development would be held at a level that could be efficiently serviced; that development would permit an adequate amount of light, air, and privacy for persons working and living in the City; and many other like benefits.

But Fayetteville has not remained static the last eleven years. Conditions today are different from those on which the original 1951 zoning ordinance was based. New growth and conversions from one use to another have changed the land-use pattern of our community. The zoning ordinance should be reviewed in the light of objectives of the land-use plan when it is completed, and recommendations should be made for its up-dating. An up-to-date zoning ordinance, based on the spirit and objectives of a land-use plan, is a most important measure to assure that development will take place in accordance with a community's goals.

## Subdivision Regulations

The City can also use its subdivision ordinance to assure that future development will take place in accordance with sound land-planning principles and general plans for the community as a whole. Subdivision regulations govern the laying out of raw land into lots and making them available for sale and development. Subdivision regulations have a near-permanent influence on the

pattern and character of future development. Street and lot lines, once legally established, tend to become permanent. Subdivision regulations also establish minimum requirements for basic facilities to be provided as land develops. Otherwise, a rapidly growing community may find its financial resources being stretched to the breaking point when it itself attempts to provide these facilities. Assuring that new subdivisions are developed with forethought is of utmost importance to the community.

### Urban Renewal

A comprehensive urban renewal program is another major means of achieving the goals of planning for the blighted, worn-out sections of our City. Urban renewal represents the combined efforts of public and private interests in attacking the problems of decay, obsolescence, and unhealthful living conditions. Blighted areas, in addition to being serious threats to the health, safety, and welfare of the people who live in them, are also a drain on the City's financial resources. They require far more than their share of expenditures for police protection, health, welfare, and the like, and contribute little in the way of tax revenues.

Renewal of these areas requires much more than simply tearing down old dilapidated structures and replacing them with new ones. Obsolete street patterns, haphazard and inadequate lotting, inappropriate uses of land, and often non-existent public facilities--these are some of the factors that contributed to the present run-down condition of blighted areas in the first place. And they require corrective measures undertaken on a comprehensive basis.

Urban renewal as a federal assistance program is relatively new. It began in 1949; was given renewed emphasis in 1954; and was broadened to include attacking and preventing blight on a community-wide scale in 1959. These programs of assistance and direction in urban renewal offer a potential for the improvement of American cities unknown in the past.

To very briefly summarize the urban renewal program, in 1949 Congress authorized the granting of up to two-thirds of the difference between the cost of acquiring, clearing, and preparing the land in an urban renewal project area for reuse, and the receipts from the sale of land to private developers. The provision was also made that the redevelopment project plan must conform to the general plan of development for the whole city.

In 1954 the scope of urban renewal was broadened into blighted areas where the land would not have to be acquired by local government. This was done in recognition of the vast urban renewal job to be done--and that clearance alone was not the answer. Private enterprise was to have a greater share of the total

job of removing and preventing blight, particularly through the rehabilitation of existing structures. Also, through a "workable program," the cities were to take a greater and continuous responsibility in meeting their overall problems of slums and blight. FHA mortgage insurance was broadened to stimulate private residential development and provision of low-cost private housing for families displaced by governmental activities such as redevelopment.

The concept of a community-wide renewal program was written into federal law in 1959. This provision calls for a community renewal plan through which a local community maps a comprehensive strategy for attacking blighted areas and preventing the spread of blight throughout the entire community. It calls for an analysis of blight in all areas of the city; a determination of the type of action needed in each of these areas; a determination of the private and public resources needed and available to provide the necessary treatment to all areas of the community; and action programmed in terms of cost and location, during the coming years. The community renewal program is geared to become a continuous, co-ordinated, and comprehensive program to guide renewal activities throughout the community.

For Fayetteville, an active program of urban renewal can be a definite step toward achieving and maintaining a healthier, more efficient, more attractive, and more livable community for all.

### Statement of Policy

Clarification and statement of city policy by the City Council with regard to anything that affects the pattern and character of future development is another of the important measures that can be taken toward the successful implementation of our community's goals. One good example is the extension of water and sewer lines into the fringe around the City. Policy on water and sewer extensions critically affect the direction, pattern, economy, and character of future growth.

### A CRITICAL NEED

Perhaps the most serious threat to the successful implementation of our community's long-range goals is the present total lack of adequate planning implementation measures in the fringe area around the City. Haphazard, and uncoordinated growth just outside the city limits can be a threat to the orderly expansion of the City. The point has been made time and again, and need not be further belabored, that both Fayetteville and its fringe are parts of a single complex, inter-related, and rapidly growing urban area. And there is a crying need for a planning administration which can deal comprehensively with the whole Fayetteville community, and not just with the City.

Such major public facilities as streets, public utilities, recreational facilities, and open spaces are in fact "systems." To provide the most efficient and economical service to our people, wherever they might live, these systems must be planned and implemented on an area-wide basis. If growth in the fringe develops in a wasteful and haphazard fashion, the expense of providing these areas with municipal services will be excessive. At present there is no adequate means to assure that growth in the fringe will occur at an efficient density and pattern. Any substandard growth in the fringe area is a definite liability to the City. At some future date the City will most likely be responsible for providing municipal services to these areas, however uneconomically developed they may be.

An up-to-date and progressive thoroughfare plan, prepared by the City of Fayetteville, the North Carolina Highway Department, and the U. S. Bureau of Public Roads, envisions a modern system of major streets for the whole urban area. The successful and economical implementation of this thoroughfare plan depends largely on a continuing planning administration with jurisdiction throughout the entire urban area, with adequate legal tools for the implementation of the plan. Only in this manner will there be a basis for dealing with such day-to-day problems as preserving the rights-of-way for the proposed major streets.

In short, the Fayetteville area is in desperate need of a continuous planning program covering the entire urban area. Can it be done? Some interesting facts come to light when North Carolina's general statutes are examined. Cities in North Carolina have been authorized to create planning boards since 1919. In 1945, counties were given similar powers. Also in 1945, cities and counties were authorized to create joint planning boards. So for eighteen years the North Carolina General Assembly has recognized the critical need of its urban areas for a planning administration which deals comprehensively with the whole community.

Zoning and subdivision regulations, two of the most important means for achieving sound development in urban areas, are authorized for both cities and counties. Cities received their zoning powers as early as 1923, and subdivision regulatory authority as early as 1929. Subdivision authority was later extended to include a one-mile area around cities (Cumberland County was exempted from the one-mile provision in 1957). In 1959, counties were given the authority to zone (Cumberland County was exempted) and to regulate subdivisions (Cumberland County has this power). Also in 1959, cities and towns with a population of over 1,250 population were empowered to exercise "extraterritorial" zoning for a distance of one mile beyond their city limits (Cumberland County was exempted). A special act in 1961 specifically authorized the City of Fayetteville and Cumberland County to jointly regulate the design of subdivisions for a distance of one mile. Most of the larger cities in the state have special acts which give

them building, zoning, and subdivision powers over a more extensive area than one-mile area established by the General Statutes.

The point is that urban areas have this critical need; the General Assembly has recognized this critical need; but the Fayetteville area has not. Whatever measures the City and County decide to undertake in setting the needed machinery for planning in the Fayetteville urban area, this much is clear: There should be one coordinated planning program for the entire urban area under the direction of one planning board representing the entire urban area with the necessary legal tools to achieve the objectives of the community on an area-wide basis.

At present, however, a sad but true fact remains; although the Fayetteville area is one of North Carolina's fastest growing communities--indeed, it has become the dominant urban center in the coastal plain of North Carolina--it does not have area-wide planning to help direct its exploding growth into a more efficient and economical pattern.



## APPENDIX

TABLE A-1  
1960 GENERALIZED LAND USE BY PLANNING DISTRICT INSIDE CITY LIMITS  
FAYETTEVILLE PLANNING AREA

Planning District	Total Land		Developed Land		Vacant Land		Residential (Total)		Residential S-F		Residential 2-F		Residential M-F		Commercial	
	Acres	%*	Acres	%*	Acres	%*	Acres	%	Acres	%	Acres	%	Acres	%	Acres	%
1	527.5	253.9	48.1	273.6	51.9	112.0	44.1	104.8	41.3	2.1	.8	5.1	2.0	.9	.3	
2	381.0	121.7	31.9	259.3	68.1	62.1	51.0	59.2	48.7	2.0	1.6	.9	.7	3.6	2.9	
3	374.2	235.2	62.9	139.0	37.1	149.9	63.7	147.3	62.6	2.6	1.1	---	---	4.0	1.7	
4	361.8	239.8	66.3	122.0	33.7	117.7	49.1	107.8	45.0	5.1	2.1	4.8	2.0	9.8	4.1	
5	255.1	163.4	64.1	91.7	35.9	76.4	46.7	74.4	45.5	1.5	.9	.5	.3	12.8	7.8	
6	415.8	257.1	61.8	158.7	38.2	94.8	36.9	89.8	34.9	4.4	1.7	.6	.3	.6	.2	
7	229.0	99.9	43.6	129.1	46.4	60.2	60.3	48.9	49.0	3.6	3.6	7.7	7.7	1.2	1.2	
8	364.6	232.6	63.8	132.0	36.2	103.4	44.5	98.8	42.5	4.2	1.8	.4	.2	3.1	1.3	
9	474.0	279.9	59.1	194.1	40.9	177.8	63.5	138.0	49.3	19.6	7.0	20.2	7.2	18.0	6.4	
10	721.2	525.8	72.9	195.4	27.1	334.1	63.6	307.3	58.3	3.2	2.9	11.6	2.2	20.2	3.9	
11	607.9	410.8	67.6	197.1	32.4	326.5	79.5	322.7	78.6	15.1	.7	.7	.2	3.2	.8	
12	945.7	228.3	24.1	717.4	75.9	152.6	66.8	152.4	66.7	.2	.1	---	---	7.2	3.1	
13	357.9	137.6	38.4	220.3	61.6	73.4	53.3	73.4	53.3	---	---	---	---	2.0	1.4	
14	369.6	280.9	76.0	88.7	24.0	170.2	60.6	143.5	51.1	15.7	5.6	11.0	3.9	13.9	4.9	
15	577.8	332.9	57.6	244.9	42.4	113.2	34.0	106.0	31.8	4.5	1.4	2.7	.8	15.4	4.6	
16	486.4	269.4	55.4	217.0	44.6	133.6	49.6	126.1	46.8	3.0	1.1	4.5	1.7	10.6	3.9	
17	653.3	269.7	41.3	383.6	58.7	138.0	51.2	110.8	41.1	5.1	1.9	22.1	8.2	10.8	4.0	
CBD	238.6	199.7	83.7	38.9	16.3	26.7	13.4	19.0	9.5	2.7	1.4	5.0	2.5	57.0	28.5	
18	178.2	131.2	73.6	47.0	26.4	76.8	58.5	56.3	42.9	8.3	6.3	12.2	9.3	4.9	3.7	
19	629.7	476.5	75.7	153.2	24.3	113.6	23.8	82.1	17.2	2.9	.6	28.6	6.0	18.0	3.8	
20	480.7	125.8	26.2	354.9	73.8	31.0	24.6	30.0	23.8	1.0	.8	---	---	15.4	12.3	
Total	9,630.0	5,272.1	54.7	4,357.9	45.3	2,644.0	50.1	2,398.6	45.5	106.8	2.0	138.6	2.6	232.6	4.4	

\*Percentages for Developed Land and Vacant Land are based on their per cent of the total land in each district. For the various land-use categories, the percentages are based on the per cent of developed land in each district.

TABLE A-2  
1960 GENERALIZED LAND USE BY PLANNING DISTRICT OUTSIDE CITY LIMITS  
FAYETTEVILLE PLANNING AREA

Planning District	Total Land		Developed Land		Vacant Land		Residential (Total)		Residential S-F		Residential 2-F		Residential M-F		Commercial	
	Acres	%*	Acres	%*	Acres	%*	Acres	%	Acres	%	Acres	%	Acres	%	Acres	%
21	1,672.4	735.3	44.0	937.1	56.0	62.3	8.5	62.3	8.5	---	---	---	---	1.4	.2	
22	2,895.5	238.4	8.2	2,657.1	91.8	90.2	37.1	88.6	37.1	.7	.3	.9	.4	3.8	1.6	
23	528.9	57.7	10.9	471.2	89.1	32.0	55.5	29.5	51.2	1.1	1.9	1.4	2.4	.2	.34	
24	1,184.7	255.7	21.6	929.0	78.4	150.5	58.9	122.7	48.0	9.6	3.8	18.2	7.1	4.8	1.9	
25	1,874.1	546.6	29.2	1,327.5	70.8	141.2	25.8	87.0	15.9	9.3	1.7	44.9	8.2	5.0	.9	
26	1,815.9	565.3	31.1	1,250.6	68.9	200.8	35.5	175.4	31.0	10.4	1.8	15.0	2.7	13.7	2.4	
27	1,344.2	143.4	10.7	1,200.8	89.3	63.6	44.4	41.9	29.2	10.0	7.0	11.7	8.2	32.5	22.7	
28A	1,044.4	188.1	18.0	856.3	82.0	37.8	20.1	31.5	16.7	4.1	2.2	2.2	1.2	56.0	29.8	
28B	160.2	28.4	17.7	131.8	82.3	14.2	50.0	13.2	46.5	---	---	1.0	3.5	---	---	
29	1,551.7	88.4	5.7	1,463.3	94.3	24.3	27.5	18.7	21.2	.2	.2	5.4	6.1	.1	.1	
30	685.1	74.9	10.9	610.2	89.1	19.2	25.6	19.2	25.6	---	---	---	---	---	---	
31	1,137.0	117.3	10.3	1,019.7	89.7	26.4	22.5	25.2	21.5	1.2	1.0	---	---	4.8	4.1	
32	1,071.9	294.8	27.5	777.1	72.5	184.9	62.7	184.1	62.4	.8	.3	---	---	.6	.2	
33	1,635.2	438.4	26.8	1,196.8	73.2	272.6	62.2	272.0	62.1	.6	.1	---	---	7.8	1.8	
34	2,165.9	341.3	15.8	1,824.6	84.2	211.3	61.9	205.0	60.1	1.5	.4	4.8	1.4	6.2	1.8	
35	1,575.9	327.1	20.8	1,248.8	79.2	65.0	19.9	59.2	18.1	2.1	.7	3.7	1.1	6.1	1.9	
36	1,559.3	533.8	34.2	1,025.5	65.8	177.5	33.3	173.6	32.5	2.5	.5	1.4	.3	20.5	3.8	
37	3,762.8	408.1	10.8	3,354.7	89.2	85.5	21.0	78.0	19.1	---	---	7.5	1.9	35.8	8.8	
38	3,724.4	966.2	25.9	2,758.2	74.1	71.3	7.4	67.0	6.9	1.0	.1	3.3	.4	3.5	.4	
39	1,974.6	292.6	14.8	1,682.0	85.2	130.9	44.7	126.9	43.3	1.2	.4	2.8	1.0	3.2	1.1	
40	1,192.7	386.4	32.4	806.3	67.6	24.5	6.3	22.5	5.8	.8	.2	1.2	.3	.2	.1	
Total	34,556.8	7,028.2	20.3	27,528.6	79.7	2,086.0	29.7	1,903.5	27.1	57.1	.8	125.4	1.8	206.2	2.9	

\*Percentages for Developed Land and Vacant Land are based on their per cent of the total land in each district. For the various land-use categories, the percentages are based on the per cent of developed land in each district.

TABLE A-1 (CON'T)  
1960 GENERALIZED LAND USE BY PLANNING DISTRICT INSIDE CITY LIMITS (CON'T)  
FAYETTEVILLE PLANNING AREA

Trans. Comm. & Public Utilities		Railroad ROW		Wholesale		Industrial		Streets		Public		Institutional		Planning District
Acres	%	Acres	%	Acres	%	Acres	%	Acres	%	Acres	%	Acres	%	
---	---	---	---	---	---	---	---	44.9	17.8	94.4	37.2	1.7	.7	1
---	---	---	---	---	---	7	.6	32.7	26.9	---	---	22.6	18.6	2
.4	.2	3.4	1.4	.6	.3	22.8	9.7	41.4	17.6	9.9	4.2	2.8	1.2	3
11.7	4.9	11.8	4.9	10.9	4.5	12.5	5.2	41.6	17.3	21.7	9.1	2.1	.9	4
6.0	3.7	8.5	5.2	.5	.3	5.2	3.2	37.1	22.7	15.0	9.2	1.9	1.2	5
---	---	11.8	4.6	---	---	---	---	39.9	15.5	109.0	42.4	1.0	.4	6
---	---	---	---	---	---	---	---	24.8	24.8	.3	.3	13.4	13.4	7
3.4	1.5	---	---	---	---	---	---	36.6	15.7	86.1	37.0	---	---	8
---	---	---	---	---	---	.3	.1	67.9	24.3	8.2	2.9	7.7	2.8	9
.5	.1	---	---	.7	.1	2.7	.5	100.1	19.0	41.1	7.8	26.4	5.0	10
---	---	---	---	---	---	---	---	74.5	18.1	3.3	.8	3.3	.8	11
---	---	.5	.2	1.1	.5	---	---	66.9	29.3	---	---	---	---	12
---	---	1.6	1.2	---	---	---	---	29.0	21.1	30.0	21.8	1.6	1.2	13
.2	.1	---	---	1.8	.6	2.6	.9	53.9	19.2	30.3	10.8	8.0	2.9	14
27.2	8.2	15.9	4.8	32.8	9.8	56.3	16.9	67.2	20.2	2.7	.8	2.2	.7	15
---	---	2.3	.9	5.5	2.1	34.8	12.9	56.7	21.0	19.9	7.4	6.0	2.2	16
18.0	6.7	4.2	1.6	4.6	1.7	24.9	9.2	49.4	18.3	17.0	6.3	2.8	1.0	17
3.4	1.7	10.0	5.0	3.9	2.0	8.1	4.0	52.7	26.4	24.1	12.1	13.8	6.9	CBD
.8	.6	---	---	2.3	1.8	7.5	5.8	28.0	21.3	9.9	7.5	1.0	.8	18
48.3	10.1	1.9	.4	5.9	1.2	18.9	4.0	96.3	20.2	164.8	34.6	8.8	1.9	19
---	---	9.6	7.6	---	---	20.0	15.9	49.8	39.6	---	---	---	---	20
119.9	2.3	81.5	1.6	70.6	1.3	217.3	4.1	1,091.4	20.7	687.7	13.1	127.1	2.4	Total

TABLE A-2 (CON'T)  
1960 GENERALIZED LAND USE BY PLANNING DISTRICT OUTSIDE CITY LIMITS (CON'T)  
FAYETTEVILLE PLANNING AREA

Trans. Comm. & Public Utilities		Railroad ROW		Wholesale		Industrial		Streets		Public		Institutional		Planning District
Acres	%	Acres	%	Acres	%	Acres	%	Acres	%	Acres	%	Acres	%	
---	---	28.9	3.9	---	---	.3	---	40.5	5.5	---	---	601.9	81.9	21
---	---	---	---	---	---	---	---	107.1	44.9	---	---	37.3	15.7	22
---	---	---	---	---	---	---	---	24.1	41.8	---	---	1.4	2.4	23
1.3	.5	13.6	5.3	.3	.1	9.2	3.6	60.9	23.8	13.0	5.1	2.1	.8	24
.4	.1	20.4	3.7	---	---	197.7	36.2	66.1	12.1	108.8	19.9	7.0	1.3	25
2.9	2.0	1.2	.8	.2	.1	2.4	1.7	80.7	14.3	263.8	46.7	5.2	.9	26
12.9	6.8	---	---	1.0	.5	5.6	3.0	47.2	28.0	---	---	.4	.3	27
---	---	---	---	---	---	---	---	12.1	42.6	---	---	6.9	3.7	28A
---	---	.6	.7	---	---	---	---	63.4	71.7	---	---	2.1	7.4	28B
3.4	4.5	11.8	15.8	---	---	---	---	29.2	39.0	---	---	11.3	15.1	30
---	---	17.1	14.6	---	---	3.6	3.1	28.3	24.1	36.4	31.0	.7	.6	31
---	---	---	---	---	---	---	---	108.3	36.7	---	---	1.0	.4	32
.8	.2	---	---	---	---	---	---	138.6	31.6	15.6	3.5	3.0	.7	33
---	---	26.3	7.7	2.8	.8	1.3	.4	88.4	25.9	---	---	5.0	1.5	34
2.2	.7	52.5	16.0	4.8	1.4	5.0	1.5	51.6	15.8	19.2	5.9	120.7	36.9	35
8.8	1.7	---	---	9.2	1.7	46.1	8.6	166.5	31.2	100.6	18.8	4.6	.9	36
---	---	14.8	3.6	---	---	102.5	25.1	164.5	40.3	---	---	5.0	1.2	37
30.0	3.1	.8	.1	---	---	41.3	4.3	69.3	7.1	750.0	77.6	---	---	38
---	---	22.3	7.6	---	---	26.6	9.1	96.2	32.9	11.4	3.9	2.0	.7	39
103.9	26.9	20.7	5.4	---	---	---	---	30.9	8.0	193.0	49.9	13.2	3.4	40
166.6	2.4	231.0	3.3	18.3	.3	442.7	6.3	1,524.6	21.7	1,522.0	21.6	830.8	11.8	Total

TABLE A-3

STOCK OF HOUSING UNITS, ACREAGE IN RESIDENTIAL USE  
AND NET DENSITIES BY HOUSING TYPE WITHIN THE CITY, 1960

Planning District	Total Residential		Single-Family		Two-Family		Per. Multi-Family		Trailer Courts	
	h.u.'s	A* D**	h.u.'s	A* D**	h.u.'s	A* D**	h.u.'s	A* D**	h.u.'s	A* D**
1	424	112.0 3.8	370	104.8 3.5	16	2.1 7.6	7	.9 7.8	31	4.2 7.4
2	284	62.1 4.6	256	59.2 4.3	16	2.0 8.0	12	.9 13.3	---	---
3	645	149.9 4.3	625	147.3 4.2	20	2.6 7.7	---	---	---	---
4	668	117.7 5.7	553	107.8 5.1	52	5.1 10.2	63	4.8 13.1	---	---
5	531	76.4 7.0	499	74.4 6.7	24	1.5 16.0	8	.5 16.0	---	---
6	453	94.8 4.8	399	89.8 4.4	46	4.4 10.4	8	.6 13.3	---	---
7	422	60.2 7.0	290	48.9 5.9	34	3.6 9.4	98	7.7 12.7	---	---
8	425	103.4 4.1	392	98.8 4.0	30	4.2 7.1	3	.4 7.5	---	---
9	720	177.8 4.0	420	138.0 3.0	130	19.6 6.6	170	20.2 8.4	---	---
10	1343	334.1 4.0	1027	307.3 3.3	144	15.2 9.5	146	10.1 14.4	26	1.5 17.3
11	884	326.5 2.7	851	322.7 2.6	28	3.1 9.0	5	.7 7.1	---	---
12	444	152.6 2.9	438	152.4 2.9	6	.2 30.0	---	---	---	---
13	198	73.4 2.7	198	73.4 2.7	---	---	---	---	---	---
14	883	170.2 4.2	580	143.5 4.0	146	15.7 9.3	157	11.0 14.3	---	---
15	842	113.2 7.4	733	106.0 6.9	70	4.5 15.6	39	2.7 14.4	---	---
16	834	133.6 6.2	709	126.1 5.6	42	3.0 14.0	83	4.5 18.4	---	---
17	1214	138.0 8.8	847	110.8 7.6	90	5.1 17.6	277	22.1 12.5	---	---
18	638	76.8 8.3	385	56.3 6.8	112	8.3 13.5	141	12.2 11.6	---	---
19	874	113.6 7.7	550	82.1 6.7	84	2.9 29.0	228	27.9 8.2	12	.7 17.1
20	145	31.0 4.7	141	30.0 4.7	4	1.0 4.0	---	---	---	---
CBD	234	26.7 8.8	128	19.0 6.7	40	2.7 14.8	66	5.0 13.2	---	---
Total	13105	2644.0 5.0	10391	2398.6 4.3	1134	106.6 10.6	1511	132.2 11.4	69	6.4 10.8

\*Acres

\*\*Density (Housing Units per Acre)

Source: Land Use Survey--1960

TABLE A-4

STOCK OF HOUSING UNITS, ACREAGE IN RESIDENTIAL USE,  
AND NET DENSITIES BY HOUSING TYPE IN THE FRINGE, 1960

Planning District	Total Residential		Single-Family		Two-Family		Per. Multi-Family		Trailer Courts		
	h.u.'s	A* D**	h.u.'s	A* D**	h.u.'s	A* D**	h.u.'s	A* D**	h.u.'s	A* D**	
21	111	62.3 1.8	111	62.3 1.8	---	---	---	---	---	---	---
22	197	90.2 2.2	184	88.6 2.1	6	.7 3.6	---	---	---	7 .9 7.8	
23	95	32.0 3.0	77	29.5 2.6	8	1.1 7.3	---	---	---	10 1.4 7.1	
24	880	150.5 5.8	601	122.7 4.9	106	9.6 11.0	46	3.0 15.3	127	15.2 8.4	
25	858	141.2 6.1	380	87.0 4.4	84	9.3 9.0	40	3.0 13.3	354	41.9 8.4	
26	352	200.8 4.2	572	175.4 3.3	114	10.4 10.9	43	2.3 18.7	123	12.7 9.7	
27	515	63.6 8.1	211	41.9 5.0	142	10.0 14.2	37	4.2 8.3	125	7.5 16.7	
28	261	52.0 5.0	163	44.7 3.6	48	4.1 11.7	---	---	---	50 3.2 15.6	
29	154	24.3 6.3	84	18.7 4.5	2	.2 10.0	---	---	---	68 5.4 12.6	
30	42	19.2 2.2	42	19.2 2.2	---	---	---	---	---	---	
31	83	26.4 3.1	71	25.2 2.8	12	1.2 10.0	---	---	---	---	
32	610	184.9 3.3	602	184.1 3.3	8	.8 10.0	---	---	---	---	
33	948	272.6 3.5	938	272.0 3.4	10	.6 16.6	---	---	---	---	
34	588	211.3 2.8	561	205.0 2.7	12	1.5 8.0	3	3.2 1.1	12	1.6 7.5	
35	404	65.0 6.2	330	59.2 5.6	36	2.1 17.1	10	.4 25.0	28	3.3 8.5	
36	941	177.5 5.3	907	173.6 5.2	20	2.5 8.0	14	1.4 10.0	---	---	
37	178	85.5 2.1	151	78.0 1.9	---	---	---	---	---	---	
38	160	71.3 2.2	147	67.0 2.2	2	1.0 2.0	7	2.3 3.0	4	1.0 4.0	
39	713	130.9 5.4	679	126.9 5.4	6	1.2 5.0	28	2.8 10.0	---	---	
40	119	24.5 4.8	105	22.5 4.7	6	.8 7.5	8	1.2 6.7	---	---	
Total	8709	2086.0 4.2	6916	1903.5 3.6	622	57.1 10.9	236	23.8 9.9	935	101.6 9.2	

\*Acres

\*\*Density (Housing Units per Acre)

Source: Land Use Survey--1960.

TABLE A-5  
1950 GENERALIZED LAND USE (IN ACRES) INSIDE 1960 CITY LIMITS,  
FAYETTEVILLE PLANNING AREA

Planning District	S-F	Residential		M-F	Commercial	Heavy Comm.	Trans.		Industrial	Public	Institutional
		2-F	2-F				Comm.	Publ. Ut.			
1	28.6	.1	---	---	---	---	---	---	---	94.4	---
2	15.1	.6	---	---	2.7	.3	---	---	---	---	18.2
3	94.2	.4	---	---	1.8	.5	---	---	11.7	7.4	1.0
4	95.2	3.6	1.7	4.9	4.9	7.4	.5	---	11.6	16.2	4.2
5	67.0	1.0	.2	3.7	3.7	2.4	6.0	---	.4	12.3	1.0
6	22.6	4.9	---	.5	.5	.4	---	---	---	80.8	---
7	20.0	5.5	10.6	.8	.8	.2	19.5	---	---	7.9	.3
8	75.0	1.2	---	.4	.4	.9	3.5	---	---	90.8	---
9	6.4	.9	---	2.2	2.2	---	---	.4	---	---	---
10	291.5	15.0	32.2	1.6	1.6	---	.2	---	---	22.6	8.1
11	234.4	4.3	1.6	13.6	13.6	---	---	---	---	2.0	.4
12	17.8	---	---	2.0	2.0	.4	---	---	---	---	9.1
13	6.0	---	---	---	---	---	72.6	---	---	---	---
14	189.2	12.4	7.6	3.0	3.0	1.4	---	---	---	19.8	7.2
15	110.0	4.2	1.6	8.5	8.5	16.8	37.8	---	46.8	1.2	1.0
16	121.6	6.9	1.4	14.7	14.7	5.2	---	---	23.6	24.7	3.2
17	108.4	7.3	2.4	6.8	6.8	1.8	1.4	---	18.2	9.1	2.9
18	70.5	10.1	4.0	4.0	4.0	10.8	---	---	2.4	9.6	.4
19	79.9	10.0	1.8	5.8	5.8	2.6	---	---	21.6	195.7	5.7
20	16.9	.1	---	3.8	3.8	5.0	---	---	16.4	---	---
CBD	57.2	4.6	1.8	39.3	39.3	13.1	19.2	---	1.6	---	---
Total	1,727.5	93.1	66.9	120.1	120.1	69.2	160.7	---	154.7	607.1	72.8

Source: 1950 Land Use Maps; 1950 Aerial Photographs.

TABLE A-6

1950 GENERALIZED LAND USE (IN ACRES), IN THE 1960 FRINGE,  
FAYETTEVILLE PLANNING AREA

Planning District	Residential		M-F	Commercial	Heavy Comm.	Trans.		Industrial	Public	Institutional
	S-F	2-F				Comm.	Publ. Ut.			
21	13.6	---	---	2.6	---	---	---	---	---	---
22	25.0	---	---	1.6	---	---	---	---	---	37.3
23	10.9	---	---	.4	---	---	---	---	---	1.7
24	54.2	2.1	.4	3.3	---	---	---	1.5	---	.2
25	48.9	2.0	1.8	1.0	---	---	---	28.0	108.8	---
26	44.4	5.8	1.6	5.9	---	---	---	---	263.8	1.2
27	28.7	7.0	.4	3.4	---	3.2	---	.4	.4	.3
28	27.5	1.4	---	19.4	---	---	---	1.6	---	7.3
29	10.4	.2	---	.2	---	---	---	---	---	6.8
30	18.3	---	---	---	---	---	---	---	---	---
31	13.6	---	---	5.6	---	---	---	2.2	---	---
32	19.8	---	---	---	---	---	---	---	---	---
33	17.4	---	---	---	---	---	---	---	---	---
34	69.3	1.4	---	3.4	---	---	---	.5	---	2.9
35	53.0	---	---	8.9	---	---	---	---	---	132.8
36	122.9	6.5	.6	6.3	---	7.0	---	24.8	50.0	2.4
37	26.8	---	---	6.2	---	---	---	1.4	---	---
38	31.5	---	1.1	1.0	---	---	---	7.2	750.0	---
39	90.7	.9	.9	3.4	---	---	---	17.8	---	.4
40	14.3	.6	1.4	.2	---	80.5	---	---	297.7	.7
Total	741.2	27.9	8.2	72.8	---	90.7	---	85.4	1,470.7	194.0

Source: 1950 Land Use Maps; 1950 Aerial Photographs.

TABLE A-7

INCREASE IN RESIDENTIAL ACREAGE,  
FAYETTEVILLE PLANNING AREA, 1950-1960

CITY				FRINGE			
Planning District	1950 Acres	1960 Acres	Change 1950-1960	Planning District	1950 Acres	1960 Acres	Change 1950-1960
1	28.7	112.0	83.3	21	13.6	62.3	48.7
2	15.7	62.1	46.4	22	25.0	90.2	65.2
3	94.6	149.9	55.3	23	10.9	32.0	21.1
4	100.5	117.7	17.2	24	56.7	150.5	93.8
5	68.2	76.4	8.2	25	52.7	141.2	88.5
6	27.5	94.8	67.3	26	51.8	200.8	149.0
7	36.1	60.2	24.1	27	36.1	63.6	27.5
8	76.2	103.4	27.2	28	28.9	52.0	23.1
9	7.3	177.8	170.5	27	10.6	24.3	13.7
10	338.7	334.1	-4.6	30	18.3	19.2	.9
11	240.3	326.5	86.2	31	13.6	26.4	12.8
12	17.8	152.6	134.8	32	19.8	184.9	165.1
13	6.0	73.4	67.4	33	17.4	272.6	255.2
14	209.2	170.2	-39.0	34	70.7	211.3	140.6
15	115.8	113.2	-2.6	35	53.0	65.0	12.0
16	129.9	133.6	3.7	36	130.0	177.5	47.5
17	118.1	138.0	19.9	37	26.8	85.5	58.7
18	84.6	76.8	-7.8	38	32.6	71.3	38.7
19	91.7	113.6	21.9	39	92.5	130.9	38.4
20	17.0	31.0	14.0	40	16.3	24.5	8.2
CBD	63.6	26.7	-36.9				
Total	1,887.5	2,644.0	756.5	Total	777.3	2,086.0	1,308.7
TOTAL FOR PLANNING AREA				2,664.8 4,730.0 2,065.2			

\*1960 City Limits.

Source: 1950 and 1960 Land Use Surveys; Aerial Photographs.

TABLE A-8

## NUMBER OF LOTS RECORDED IN THE FAYETTEVILLE PLANNING AREA\*, 1958-1962

Planning District	1958	1959	1960	1961	1962**	Total	Planning District	1958	1959	1960	1961	1962**	Total
1	---	8	17	14	---	39	21	---	98	---	---	---	98
2	---	---	---	---	---	---	22	241	40	62	335	---	678
3	3	4	10	---	14	31	23	79	---	---	15	---	94
4	---	---	---	---	---	---	24	236	---	35	30	82	383
5	---	5	---	---	---	5	25	20	70	33	---	---	123
6	37	45	---	---	---	82	26	---	---	5	108	34	147
7	---	---	---	32	---	32	27	---	39	---	78	---	117
8	5	---	7	79	---	91	28A	---	---	---	---	---	---
9	38	107	---	72	---	217	288	11	---	---	---	---	---
10	---	2	---	---	---	2	29	---	---	66	---	---	---
11	3	14	---	2	---	19	30	12	16	60	8	---	128
12	2	65	17	122	22	228	31	---	33	131	---	46	39
13	21	181	---	---	---	202	32	89	101	403	264	152	1,009
14	---	6	---	---	---	6	33	---	89	216	184	---	132
15	3	2	23	74	---	102	34	7	106	56	71	23	263
16	---	---	---	---	---	---	35	22	49	---	182	---	253
17	---	1	---	---	9	10	36	---	---	---	27	---	27
18	---	---	---	---	---	---	37	---	---	---	---	65	65
19	---	7	2	---	---	9	38	---	34	---	---	---	34
20	---	---	---	---	---	---	39	19	127	---	---	---	146
CRD	---	---	23	---	---	23	40	---	---	---	---	---	---
Total	112	447	99	395	45	1,098	Total	736	802	1,067	1,302	701	4,608
							Grand Total	848	1,249	1,166	1,697	746	5,706

\*1960 City Limits.

\*\*January-October, 1962.

Source: Registry of Deeds, Cumberland County.

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